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**STATEWIDE PLANNING**

**SUPPLEMENT TO THE  
REPORT OF THE  
STATE OF MARYLAND  
ADVISORY COUNCIL  
FOR  
HIGHER EDUCATION**



*To His Excellency, THE GOVERNOR*

**AND THE GENERAL ASSEMBLY OF THE STATE OF MARYLAND**

BALTIMORE, JANUARY, 1966

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## PREFACE

This supplement to the 1966 Annual Report of the State of Maryland Advisory Council for Higher Education, contains the "Working Papers" and related background papers which form the basis for the positions which the Council took in formulating the recommendations contained in the report itself. The "Working Papers" were distributed on November 5, 1965, to approximately 500 persons including members of the Senate and House Education Committees, members of working committees of the Council, and interested business, civic, and professional groups throughout the State. Since the "Working Papers" represent in many cases the first document in which a number of issues regarding higher education have been brought together, a number of persons who reviewed the "Working Papers" recommended that these papers be published as a supplement to the Annual Report for those persons who would want to have more detail than is available in the report itself.

The Council wishes to express its gratitude to the seventy-eight outstanding citizens of our State who contributed to these papers and whose names appear at the beginning of each appropriate chapter. The Council also appreciates the many suggestions and comments which it has received from those to whom the "Working Papers" were sent.

During its first fiscal year, the Council had only one professional staff member. The assistance of the following part-time persons is gratefully acknowledged for keeping the work of the Council moving while the Council was acquiring additional permanent staff: Michael B. Grossman, Christopher S. Rhines, Alan F. Patrick, Michael Steinberg, Mary E. Barr, and Patricia M. Glodek.

The Council is also appreciative of the continued response and cooperation that it has received from the public and private institutions of higher learning in Maryland and from the other State agencies who have responsibilities for planning and construction of higher education facilities, and for the support of on-going programs. Maryland can well be proud of the climate of cooperation and the unified endeavor that have been shown by those who have contributed to this report.

Wesley N. Dorn  
Director

REPORT OF THE  
POLICY COMMITTEE ON ROLE AND SCOPE OF INSTITUTIONS  
Mr. Roy Tasco Davis, Chairman

This Committee will review existing statements of role and scope of the community colleges, State colleges, University of Maryland, and the private colleges;

Assist in the definition of the roles of institutions (and) the scope of programs within institutions;

Consider such matters as: the institutions which should provide advanced degrees; the institutions which should offer specialized programs and professional programs; the need for new kinds of institutions and the emphasis on programs needed in various sections of the State.

COMMITTEE MEMBERSHIP

Mr. W. Theodore Boston	Assistant State Superintendent in Certification and Accreditation
Dr. Randle Elliott	President, Hood College
Dr. R. E. Gibson	Director, Applied Physics Laboratory, The Johns Hopkins University.
Dr. Edmund J. Gleazer, Jr.	Executive Director, American Association of Junior Colleges
Dr. Earle T. Hawkins	President, Towson State College
Dr. R. Lee Hornbake	Vice President for Academic Affairs University of Maryland
Dr. Martin D. Jenkins	President, Morgan State College
Dr. Oliver H. Laine	President, Catonsville Community College
Dr. Edward C. Pomeroy	Executive Secretary, American Association of Colleges for Teacher Education
Mrs. Sherman Ross	Legislative Representative, Maryland Division, American Association of University Women
Dr. John Walton	President, Maryland Association for Higher Education, The Johns Hopkins University
Mr. Ellery B. Woodworth	Vice Chairman of Committee on Role and Scope of Institutions

## INTRODUCTION TO ROLE AND SCOPE REPORT

The first assignment undertaken by the Role and Scope Committee was to develop a series of definitional and descriptive statements outlining the educational role and scope of each major segment of Maryland's system of higher education. This assignment was a necessary foundation for further exploration of Maryland's higher educational needs as to institutions and programs. As a basis for the development of policy statements on role and scope of each of the four segments of higher education in Maryland, the Committee accepted a number of guidelines suggested by Dr. A. J. Brumbaugh, Consultant from the Southern Regional Education Board. Since these statements form the rationale for the work of the Role and Scope Committee, they are reported herein.

In order to carry out this assignment, the Committee worked through four subcommittees, each of which developed a report on a specific segment of the higher educational system as follows: the University of Maryland, the State Colleges, the Community Colleges and the Private Institutions of higher learning. These reports were reviewed by the full Role and Scope Committee and changes were made where necessary before these statements were finally adopted by the full Committee. The following persons developed the initial drafts of the four reports which are presented herein as adopted by the full Committee: Role and Scope of the University of Maryland - Dr. R. E. Gibson, and Dr. R. Lee Hornbake; Role and Scope of the State Colleges - Dr. Earle T. Hawkins, Dr. Martin D. Jenkins, and Dr. Edward C. Pomeroy; Role and Scope of Community Colleges - Dr. Oliver H. Laine, Mrs. Sherman Ross, Dr. Edmund J. Gleazer, Jr. and Mr. W. Theodore Boston; Role and Scope of the Private Colleges and Universities - Dr. Randle Elliott and Dr. John Walton.

The Role and Scope Committee used as background information, statements in "National Developments in Community Colleges with Implications for Role, Scope, and Organization" prepared by Dr. Edmund J. Gleazer, Jr. and in "Some Considerations on the Governance of Maryland's Community Colleges" prepared by Christopher S. Rhines. These papers, the Minutes of the Joint Meeting of the Committees on Role and Scope and on Support, and related correspondence are also included for the additional insights they give to the thinking of the Committees considering these issues.



# SUGGESTIONS REGARDING THE ADVISORY COUNCIL'S RECOMMENDATIONS ON THE ROLE AND SCOPE OF INSTITUTIONS OF HIGHER EDUCATION IN THE STATE OF MARYLAND

Dr. A. J. Brumbaugh, Consultant  
Southern Regional Education Board

During the next two decades, the institutions of higher education in Maryland must expand their facilities and their programs to accommodate an increasing number of high school graduates who will seek to continue their education. In the process of expansion and adaptation to their needs, consideration must be given to the maintenance and improvement of quality in all phases of post-high school education.

During these years there will be need for a general plan of development that provide guidelines for the establishment of new institutions, and for the growth pattern of each of the state-supported institutions. The part to be played by privately supported higher institutions must also be taken into account.

In undertaking a determination of the Role and Scope of the institutions, present and contemplated in the State of Maryland, the Advisory Council must proceed on certain basic assumptions. Some of these guidelines suggested for the Council's consideration are:

1. An investment in higher education is the best investment that the state can make in terms of expected economic returns. It is a well established fact that the higher the educational level of the people of a state or a region, the higher is the economic status of the state or region. To neglect investment in higher education, adequate to the needs of the state, is to deprive the state of its own maximum economic development.
2. It is the state's responsibility to assure sufficient faculties, facilities and services for all students who demonstrate competence and interest in college study, and who choose to attend a state institution of higher education. Every Maryland youth should have the opportunity to obtain the highest level of education or training for which he is fitted and which will make him a useful and productive citizen.
3. To fulfill this obligation to all potential post-high school students, institutions of higher education should be located throughout the state, available to students at reasonable costs and operated so as to obtain a maximum return to the state from a qualitative as well as a quantitative point of view.
4. The larger the number of high school graduates who continue their education, the more diverse will be their abilities and interests. To fully meet the educational needs of a widely diversified group of students, different kinds of institutions with different objectives and different programs will be required. This point of view is expressed very succinctly by one of the commissions that made a study of higher education in Maryland in the following words:

"the strength of our system of higher education in America derives from its rich and active diversity" (Pullen Commission, 1955, page 13). The evolving pattern that seems appropriate for the needs of Maryland is a system of community junior colleges that affords direct access to post-high school education; a system of state degree-granting colleges that offers bachelor programs and possibly programs for a masters degree and a university which provides both basic and advanced, liberal and professional education.

5. The growth in higher education must take place in an orderly framework in which the development of facilities of various state institutions are properly related to one another, and to the availability of other educational opportunities in the State.

In other words, it is the purpose of a statement on the Role and Scope of Institutions to indicate the types of institutions, the nature of the programs and services to be provided by each of the several institutions and to provide a plan for their orderly coordinated development.

Any effort to project the orderly development of a system of public higher education in the state must take into account the existence of the private institutions and the services that they are in a position to render.

6. The existing institutions in Maryland, public and private, should be afforded an opportunity to participate in the planning and the development of a definition of the Role and Scope of each. In the process of cooperative participation, each institution should appraise the existing and emerging needs for educational services; identify the services it can appropriately provide; indicate the expansion and changes required to meet emerging needs; and the implications of these changes for requirements of new facilities, increased faculties and anticipated costs.
7. The statement on Role and Scope of each state-supported institution, formulated by the Advisory Council, should be tentative and subject to revision in the light of new facts and new conditions.

In accordance with the point of view expressed in the foregoing statements, the Advisory Council can proceed at an early date to formulate some general statements concerning the Role and Scope of several kinds of institutions that will comprise the state system of higher education in Maryland.

The Council can recommend that opportunities for post-high school education be made widely available through strategically located community junior colleges; that the programs of these colleges be comprehensive in scope including college parallel courses, terminal programs in general education, terminal technical-vocational programs, adult education courses and various kinds of community services.

The Council cannot within a limited time make recommendations as to where new community colleges shall be located, or as to the nature of terminal vocational programs that should be offered. These more specific questions must be decided on the basis of state and local needs through studies in

which junior colleges already in operation or communities interested in the establishment of new community colleges should participate. For example, should some or all of the community colleges offer programs leading to an associate degree in nursing? The answer will depend upon:(a) the needs for nurses in Maryland; (b) the adequacy of existing programs to meet the need; (c) the location of community colleges in relation to hospitals and other resources essential to a nursing education program. Obviously, before the Council can make a sound recommendation on this question, a study must be made of needs and resources with the assistance of consultants who are specialists in this field. Likewise, the identification of terminal programs in other fields such as electronics, secretarial services, or business administration must be made by studying the needs of the communities in which the colleges are located.

Regarding the state colleges, the Council can recommend at an early date that the role of these colleges be expanded to add to teacher education the broader function of offering undergraduate liberal arts programs of high quality. Perhaps this has already been done and requires no further recommendation. If so, there still remain questions regarding how far the state colleges should expand the scope of their curricula to provide professional or semi-professional education at the baccalaureate level in such fields as agriculture, home economics, library science, business administration, music, health education, journalism, industrial arts, speech and drama. Recommendations concerning these developments can be made only after the Council has gotten a comprehensive picture of the present status of program offerings, and particularly of what modifications and expansion of programs the institutions themselves envision, as well as what the needs of the state justify.

Studies of programs require varying amounts of time depending on the information already available. But they must be made before satisfactory recommendations can be made.

Regarding the State university, the Council can make recommendations at an early date relating to the concentration of graduate instruction and research within the university, or of disbursing it among several institutions. The recommendations might be:(a) that all instruction leading to the doctorate be concentrated in one university;(b) that the state colleges that have adequate undergraduate programs, facilities, libraries and financial resources be authorized to offer programs leading to the masters degree in selected fields. The Council will be called upon to make recommendations regarding the establishment of professional schools or professional programs at the university. Architecture is a case in point. In this instance, supporting data are already available and a recommendation can be made quite soon. It should be anticipated also, that as state colleges grow, they will be under pressure to add programs in professional fields such as business administration, nursing or journalism that will duplicate what the university offers. Here again, the Council might very appropriately formulate a statement of policy and procedure regarding such expansions, but recommendations concerning the actual establishment of the programs will have to be preceded by careful studies of needs and resources.

This brief statement is not intended to do more than suggest that on some issues the Council can make recommendations fairly soon, but on others it will have to defer recommendations pending the conduct of adequate studies to justify sound recommendations.

# ROLE AND SCOPE OF THE UNIVERSITY OF MARYLAND

## PREFACE

This statement has been prepared for the Policy Committee on Role and Scope of Institutions, a committee which serves at the pleasure of the Maryland Advisory Council for Higher Education. The statement, as it is transmitted to the Committee, represents the interpretations and evaluations of the persons who were asked to make the report.

By way of outline, the basic statement which follows endeavors to define the general dimensions of role and scope of the University of Maryland, with additional statements which encompass in outline form the present academic enterprise of the University.

Prior to launching into a direct presentation which concentrates on a single university, it seems appropriate to provide a historical setting for the contemporary, comprehensive American university. This historical background is indeed very brief and is intended only to identify some of the major influences which relate to the university movement in the U.S.A.

## THE EMERGING UNIVERSITY

The contemporary, comprehensive American university is a developing institution with origins in antiquity, while remaining responsive to the present; with structure and functions borrowed from the colleges and universities of Western Europe modified to meet circumstances indigenous to the American way of life; with compelling drives to search for eternal truths, yet offering solutions to everyday problems. No institution has a more fascinating heritage than the modern university. Even a cursory review of several of the themes which recur in the epic of universities provides some rationale for their present roles and activities.

With the founding of the first true universities as institutions for intellectual endeavor--such as the University of Paris--there was the acknowledged right to search for new truths, to reevaluate present knowledge, and to develop new interpretations and meaning, with the attendant right for faculty and students to share in these experiences. These privileges were the origins of academic freedom. The road travelled was uncharted and the hazards were numerous. Internal dissension and outside opposition were common pitfalls. In the long run, universities made their way, although many suffered either temporary or permanent damage by controls imposed by an authoritarian church or state. The concept of a university gave to mankind, for the first time, an institutional form for his intellectual interests, just as religious and political needs and interests had come to be served by formal institutions.

There was no single pattern from which the early universities developed, since local conditions usually exerted considerable influence. The liberal arts, classically defined, were predominant. However, faculties representing theology, medicine and law were a normal complement. To the extent that these professions were represented in a given university the university was responsive to the everyday needs of the people.

Higher education came to the American Colonies in the form of colleges patterned after individual colleges which comprised Oxford and Cambridge. The earliest colonial colleges were under church control, with only one or two exceptions, and usually under the control of a single denomination. A trained ministry --a very practical need--was a dominant motive for founding these colleges, although the classical education provided in the early colleges was assumed to be equally suitable for the "educated person", for the public official, and as the formal preparation for other professions as well. All factors considered, including the absence of systematic elementary and secondary education, the colonial colleges managed to keep alive the zest for learning in a frontier society, and encouraged the founding of colleges in various parts of the country. The simplicity of their offerings added to the feasibility of starting new colleges in isolated communities and with minimal resources.

Prior to, and following the American Revolution, many of the founding fathers saw the close kinship between a democratic society and broadly based educational opportunity. None was more perceptive than Thomas Jefferson. Jefferson proposed a comprehensive educational program supported by public funds under a secular board of control. He envisioned a state university within the structure of his educational plan. Jefferson felt so deeply the need for educational opportunity that, after serving as President of the United States, he founded the University of Virginia and he served as its first president. The University of Virginia is considered generally to be the first true state university<sup>1</sup> characterized by multiple offerings, student election of courses which permitted concentration and advanced instruction. This early university made a place for natural philosophy, natural history, anatomy and medicine, modern languages and law, as well as the classical offerings which had characterized colleges up until that time.

Twenty-one state-supported colleges or universities were founded prior to the Civil War, principally in the South, and in the states carved out of the Northwest Territory. Their usual contribution was to provide college-level educational opportunities to persons within the state. Instructional programs were classical in design for the most part and, due to the lack of basic educational opportunities, a part of their effort was devoted to preparatory departments. They did little to extend the boundaries of human knowledge, and almost as little in relating educational efforts to the broad social and economic needs of the populations served. Except for the Universities of Virginia and Michigan, most of these state universities remained extremely small during their early years, and their influence on higher education was modest.

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<sup>1</sup>At least two states founded state-supported colleges prior to Virginia but they were not universities within the meaning of the term being used.



Several forces converged after the mid-point of the Nineteenth Century which came to influence higher education profoundly--both private and public. Three influences are cited: First, many young Americans who desired a more advanced education went abroad to study, and a large percentage of them were attracted to German universities. Here they found professors teaching not from a storehouse of canned knowledge, but actively engaged in scholarship and research. Their teaching was influenced by their findings; the laboratory and the seminar were techniques of engaging the student in similar thought and creative activity. This emphasis on original investigation was based upon the assumption that a university worthy of the name must maintain freedom to investigate all problems in the course of research, to reveal these findings in teaching and through publications, and to apply these findings to the general welfare. When the American students returned to their homeland they became persuasive advocates of this expansion-of-knowledge role for American higher education. Many of them came to hold key positions in established colleges, and to accept leadership positions in the emerging institutions.

Several of the long-established colleges had become universities by 1875 in the sense that they had multiple curriculums or multiple colleges or schools, including professional schools, and some effort had been made in promoting advanced study. However, they had not been fully successful in developing genuine graduate programs, and they had not seen the way clear to coordinate teaching and research, or in developing viable relationships between undergraduate and graduate programs. Resolving these problems constituted a second major educational influence of the Nineteenth Century. The newly formed Johns Hopkins University made the initial American breakthrough in graduate instruction by providing advanced study opportunities. Emphasis was placed upon assembling a faculty capable of scholarship and research, and willing also to engage students in the expansion of knowledge enterprise. Eventually the genius of the American mind made it possible to combine into one institution the undergraduate emphasis of the college, scholarship and research characteristic of graduate study and certain professional schools both undergraduate and graduate. In a sense, the emerging American university was multi-purpose, multi-faculty, and multi-level, but it also had sufficient interaction and mutual dependence among the components that it possessed an essential integrity. Basic departments in the arts, humanities and sciences became the "building blocks" of these institutions, including their professional schools.

A third major influence of the period was the Land-Grant school movement, effected during the Civil War as the Morrill Act of 1862. There was a great need for expanded opportunities in higher education in those areas related to the more effective use of the nation's resources. By means of additional land grants made available by the Federal government (and later by direct financial support), each state was encouraged to create a new college or to supplement an existing college wherein agricultural sciences and the mechanic arts would be emphasized. As a special admonition, the liberal arts were not to be neglected. The implementation of the Morrill Act is considered by many to be America's major contribution to higher education. These new or expanded institutions opened vast occupational opportunities; the sons of the common man could realistically aspire to attend college;

and, the nation's agricultural and industrial capabilities were greatly enhanced.<sup>2</sup> Subsequent legislation acknowledged the need for research (Hatch Experimentation Station Act of 1887) and the need to communicate the research findings to the people (Smith-Lever Act of 1914) and thereby supported, once again, the close relationships among teaching, research and service.

The modern university brings together developments which have been nearly a thousand years in the making and which are still emerging. The first of these is freedom to teach and to learn, to explore new fields, to test ideas no matter how reverently cherished--the substance of academic freedom. The second is the combination of teaching and scholarship or research with the purpose of making teaching vital and current, and being certain that knowledge is advanced, not simply preserved. The third is the inclusion, within one institution, of the basic liberal offerings, professional schools, both undergraduate and graduate, and graduate study. The fourth is the direct effort to relate findings to the problems of everyday living; that is, to have these institutions perform a broad public service.<sup>3</sup>

The American tradition has favored the general availability of public education extending from the kindergarten or elementary school through the university. Within this setting the state university has usually assumed the role of the capstone of the state's educational system.

Universities, public and private, have developed side by side, complementing each other in many important ways and recognizing that the scope of man's knowledge cannot be encompassed in a single institution. The role and scope of a single university should be viewed within the context of universal developments embracing all comprehensive universities. It is against this background that we now turn to the University of Maryland.

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<sup>2</sup>In the wording of the Act, each state receiving benefits shall maintain "at least one college where the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts... in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life."

<sup>3</sup>President Wilson H. Elkins captured the general spirit of the perspective of the university in his inaugural address given on January 20, 1955. The address entitled, "The State and the University", contained this paragraph. "The university is the rear guard and the advance agent of society. It lives in the past, the present and the future. It is the storehouse of knowledge; it draws upon this depository to throw light upon the present; it prepares people to live and make a living in the world of today; and it should take the lead in expanding the intellectual horizons and the scientific frontiers, thus helping mankind to go forward--always toward the promise of a better tomorrow."

# THE UNIVERSITY OF MARYLAND

## History

The history of the University of Maryland parallels in many ways the college and university movement in the United States. The original charter of 1807 was granted for a College of Medicine and, in 1812, the College of Medicine was authorized to annex a Faculty of Divinity, a Faculty of Law, and a Faculty of Arts and Sciences under the name of the University of Maryland. This was a private enterprise. The College of Divinity and the College of Arts and Sciences developed slowly, but highly successful schools or programs in Dentistry, Pharmacy, and Nursing were sponsored within the framework, in addition to Medicine and Law. The professional schools of Medicine, Law, Dentistry, and Pharmacy were among the first ten of their kind to be established in America. A separate school of dentistry, known as the Baltimore College of Dental Surgery, was an innovation, not only in America but in the world.

The Maryland Agricultural College, located on the Ross Borough Estate, just north of Washington, D. C., was also initially a private venture and predated the Morrill Act. By being chartered in 1856, it appears to be the second agricultural college founded in the United States. Following the passage of the Morrill Act, this college was designated as the State of Maryland's land-grant institution. As a further development of this institution, an Act of 1916 established the Maryland State College of Agriculture, and the Merger Act of 1920 combined the institutions at College Park and at Baltimore.

The Merger Act created a board "to be known as the Regents of the University of Maryland." This Board assumed those powers, duties, and obligations formerly conferred upon the governing authority of the State College of Agriculture and, in addition, it was authorized to exercise, if consistent with the basic charter, those powers formerly bestowed upon the Governing Board of the original University of Maryland in the City of Baltimore. The latter referred primarily to the operation of the professional schools previously mentioned. The Board was authorized to conduct departments or schools in the University, and in such locations as it considered feasible. Certain other duties, responsibilities and privileges pertaining to the Board of Regents are included in the subsequent pages of this report.

## Role and Scope

The University is the State-supported University of Maryland. Its role, therefore, is that of a contemporary, comprehensive American university with the added responsibilities of providing a focus of leadership to the entire educational system of the State; of providing all citizens, who qualify, with opportunities for undergraduate, graduate, post graduate and professional education, and of providing the State with academic and technical resources to assist in solving the problems that arise in the development and administration of its economic and cultural life.



The contemporary American university is a complex, living organism, which has evolved through centuries of experience. Its predominant role is to prepare the youth of the land for intellectual leadership in the world in which they are to live. To fulfill this role, the University must: (1) excite the interest of the youth in the store of experience, knowledge and understanding of man and his environment which we have inherited from generations past; (2) teach them how to apply this knowledge to the welfare of mankind through professions such as engineering, medicine, law, agriculture and the like; (3) alert them to the new problems that a changing society must encounter, and (4) teach them how to perceive, formulate and solve problems by the use of disciplined, imaginative research. The responsibilities for the conduct of this multiple role are the provinces of: (1) undergraduate schools, (2) professional schools, (3) graduate schools, complemented by essential academic facilities such as libraries, computer centers, institutes and bureaus.

In order that a university may play this complex role, its scope must of necessity also be complex. It can best be described in terms of a five dimensional array of resources and capabilities arranged along the following axes: (1) Range of Disciplines, (2) Scholastic Progression, (3) Professional Growth, (4) Standards of Excellence, (5) Facilities. A short general discussion of these axes can introduce a more detailed description of the present scope of the University of Maryland and the requirements for the future.

### *(1) Range of Disciplines*

To live up to its name, a university must be able to offer to its students a comprehensive range of subjects

covering as completely as possible the spectrum of organized human knowledge that serve socially accepted purposes. In a state university this covers not only the classical humanities and sciences, but also the applied arts and sciences that are of particular interest in supporting the economy of the state. Since a complete coverage of the whole range is impossible in any one institution, the university must choose wisely which subjects it will include, which it will leave out; the subjects it will emphasize, and those for which it will rely on other institutions to teach. These are matters on which the university administration must place a priority in the light of the range of competence available in the faculty, and with due regard for the unique needs of the state which it serves. The extent and effectiveness of the scope along this axis is strongly influenced by these decisions.

### *(2) Scholastic Progression*

Conventionally this axis spans the progression in scholarship from first year undergraduate to graduate education,

culminating in the degree of doctor of philosophy. However, an extension of this axis to post-doctoral education is already with us, and the scope of the university is moving towards an extension of post-doctoral institutes or departments where discovery of knowledge and understanding in new areas of learning-through-research is combined with the imparting of this understanding to advanced scholars who visit and work in these institutions or departments.

The integrity of this axis must be emphasized, since the interactions of undergraduate, graduate and post-doctoral education are intimate and extremely important. The significance of these interactions has been emphasized in a recent article by A. Weinberg.<sup>4</sup> He calls attention to the dual aspects of scholarship speaking about science, but in terms that they are applicable to all branches of learning. He says: "Science traditionally has two aspects: it is on the one hand a technique for acquiring new knowledge; it is on the other hand a means for organizing and codifying existing knowledge, and therefore a tool for application." He points out further that both these aspects are of coequal importance in the influence of science (learning) on society. The first aspect, namely, the discovery of new knowledge is primarily a function of graduate schools; the second equally important aspect, namely, the organization and codification of knowledge is primarily a function of undergraduate teaching at its best. In this era of rapidly expanding knowledge and its affects on society, the need for close interaction between the discoveries of the graduate schools and the codification promoted by undergraduate teaching is so great that commonality of faculties is indicated. The strength of a modern university in serving the needs of society, therefore, depends on the presence of a strong undergraduate school closely associated with a strong graduate school. Any effort to separate physically undergraduate and graduate schools should never be an expediency which overlooks the essential integrity of the discovery of new knowledge and its communication.

### (3) *Professional Growth*

This axis has much in common with the previous one but the differences are sufficient to warrant a distinction. The previous axis was concerned with functions and mechanisms involved in the discovery of knowledge, its codification and dissemination. This axis is concerned with the application of knowledge to problems of society through the professions. Traditionally education in these applications has been carried on by professional schools. It is clear, from what has been stated, that close integration of these schools with the undergraduate and graduate schools is a goal to be sought even more urgently than in the past, both from the point of view of economy of effort and overall service to society. The preeminent position of the teaching hospital in the practice of medicine and the close association of agricultural schools with the departments of physics, chemistry and biology are examples of the value of this integration.

Advances in knowledge are taking place so rapidly that practitioners of various professions find it impossible to keep up with them. Extension of the scope of the university's professional schools towards courses, seminars, and extension education, designed to keep practitioners abreast of professional knowledge and techniques, is a direction in which the university is going as a means of increasing its service to the state.

### (4) *Standards of Excellence*

The excellence of its standards of teaching, research and professional education is such an important factor in the value of the service rendered to the community by the university that it has been singled out as a dimension in its scope. The other three axes represent the breadth of scope of the university; this fourth measures the depth.

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<sup>4</sup> Alvin M. Weinberg, "But is the Teacher Also a Citizen?", Science: 149:3684 :: 601-606, August 6, 1965.

In a state university, the implied responsibility of setting standards for and influencing all public education in the state accentuates the necessity of the university, itself, having an administration and faculty that encourages and exercises the highest possible academic and professional competence. Position and progress along this axis are hard to define, and indeed may take decades to assess. Ability of the university to attract and retain first rate scholars is one measure, perhaps an overrated one. The contributions to society and the intellectual leadership shown by its alumni in all fields, not the least being education, is another and perhaps more significant criterion of how broad and deep is the scope of the university.

#### *(5) Facilities*

As a state university, the University of Maryland is obligated to provide academic and professional training at all levels to all citizens of the State who qualify and desire admission. (In this aspect it differs from a private university that is not under pressure or obligation to expand its enrollment.) This places heavy demands on the size of the University, on the capacity and quality of the laboratory, clinical, classroom, library, residential, recreational and other such facilities it maintains. Growth along this axis to meet the needs of a state that is growing rapidly both in population and wealth is a serious problem that requires a high degree of forward-looking planning and action.

### Future Developments

The faculty complement of the University of Maryland has been justified to date almost exclusively on the basis of on-campus student enrollment. The ratio, now 17.1:1 at College Park, reflects a predominance of the undergraduate program. Exceptions to this criterion are to be found in agriculture extension and in several bureaus and institutes, but the percentage which these exceptions constitute is relatively small.

Special services which business and industrial groups expect, which the state and local governments request, and which the professions require, establish an additional basis for justifying faculty needs. The University will be in a position to expand present services, including its continuing education program, only as this additional criterion of need is accepted.

The ratio of graduate students to undergraduates should be increased since the University is the only state-supported institution offering the doctorate. Similarly, the post-doctoral opportunities and advanced professional preparation in the form of residents in Medicine and specialties in Dentistry benefit the role of the University. These developments are well underway but such programs make maximum demands on faculty time and on special facilities. The further expansion of these opportunities cannot be realized unless they receive direct support.

Central services must be brought along in a manner which fully complements the instructional, research and service programs. The library holds a central position in the further development of the University of Maryland.

A recent in-depth study of the library needs revealed many areas of serious shortages. The study recommends an acquisition rate of 240,000 volumes a year. Newer techniques of acquisition, cataloging and circulation must be put into operation. With the "explosion of knowledge" most keenly felt in the form of publication, information-retrieval has become a foremost problem in all libraries. The extent to which a greatly expanded University of Maryland library can be made useful to other units of the State's higher education system merits serious study.

Computer capability is essential to the research efforts of the University, and is a fundamental part of the instructional program as well. We now stand at the threshold of computer science development. Further support for this essential facility will be needed to maintain the basic "hardware" which has a rapid obsolescence factor, and to provide the user services which will make the facility optimally useful.

Professional schools typically require supervised learning experiences. The greatest single facility need for the medical arts and sciences is an adequate "teaching" hospital. Present programs in Medicine, Nursing and Dentistry justify a hospital in the 1100-1200 bed category. Any further expansion of these schools, particularly the School of Medicine, will be dependent upon additional clinical facilities. The College of Education has reached a size where classroom experiences for the teaching cadets represents such a large demand that the usual observation-practice teaching structure requires extensive remodeling.

To an ever-increasing extent, faculty members chosen to hold tenure rank appointments at the University of Maryland will need to be persons capable of participating in the graduate, as well as in the undergraduate, program. This condition becomes the distinguishing characteristic of the University faculty.

## Legal Bases for the University and its Area of Operation

By an Act of 1920 which formed one institution of the University of Maryland (Baltimore) and the Maryland State College of Agriculture (College Park), the charter of the latter became the basic document governing the newly created University of Maryland.<sup>1</sup>

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<sup>1</sup>By Act of 1941, Chap. 925, the Governing Board of the University was designated as the Board of Regents of the University of Maryland. Cited in Board of Regents of the University of Maryland and State Board of Agriculture, By-Laws, Laws and Decisions, (n.p., n.n.), 1955, p. 10.

This charter provides the legal basis for the present role and scope of the University of Maryland, but, also specifies, if consistent with the basic charter, that it shall succeed to the powers, duties, and obligations of its predecessor in the City of Baltimore.<sup>2</sup> The latter reference, except for possible elucidation of procedures, such as the use of the seal, referred primarily to the educational programs in medicine, divinity, law, and the arts and sciences offered by that institution.<sup>3</sup>

The Act of 1916 provided that the University's "leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teaching such branches of learning as are related to agriculture, the mechanic arts, and household economics, in order to promote a liberal and practical education."<sup>4</sup> This Act designated the University of Maryland as the State's land-grant college and assigned to it all powers, duties, and obligations "in connection with, or by reason of the various and several Acts of Congress of the United States of America, now enacted or which may be hereafter enacted in relation to agricultural colleges and agricultural experiment stations, extension work in agriculture and instruction and extension work in the mechanic arts."<sup>5</sup>

The Merger Act of 1920, in effect, united education in the arts and sciences, the professions, agriculture, the mechanical arts, (by this time, engineering), and home economics into one institution designated as the University of Maryland.

In its supervision of the University, the Board of Regents possesses powers necessary to its functions, including inter alia, the power to contract, to take and hold real and personal property in the corporate name, to sue and be sued, and to adopt and use a corporate seal.<sup>6</sup> The Board is empowered to make by-laws, rules and regulations for the internal government of the institution, to establish the positions and fix the salaries of all department heads, professors, teachers, and other officers, and to appoint the President of the University who acts as its executive head and chief administrative officer.<sup>7</sup>

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<sup>2</sup> Ibid., p. 11.

<sup>3</sup> Acts of 1812, Chap. 159, as amended by Act of 1882, Chap. 88. The latter provided for degrees or certificates in "Dental Surgery, Pharmacy or any other cognate branch or department of Medical Science." Ibid., pp. 16-17.

<sup>4</sup> Acts of 1916, Chap. 372, Sec. 3, Ibid., pp. 16-17.

<sup>5</sup> Acts of 1916, Chap. 372, Sec. 8, Ibid., p. 18. The Acts of the U.S. Congress referred to are the following;<sup>7</sup> U.S.C.A., 301-331, 341-348, and 361-389 (a).

<sup>6</sup> Ibid.

<sup>7</sup> Ibid., p. 17.



It is authorized to determine and regulate, with the advice of the President, the course of instruction in the University and give general direction to its work, conferring such appropriate degrees as it may determine and prescribe.<sup>8</sup>

The Board of Regents is also authorized to accept gifts, donations or grants from any "individual, association, society or corporation, or from the United States Government, or any authorized branch, board, commission, bureau, agency, division, subdivision, or department thereof."<sup>9</sup> It is on the basis of this authority that the University accepts and operates under the provisions of the Federal grants which it receives for research.

In 1951, the Board of Regents received legislative authority to construct and maintain on a self-liquidating basis certain buildings and facilities at College Park and Baltimore, including student union buildings, a combination physical education and auditorium building, dormitories (undergraduate and graduate), fraternity and sorority houses, and student supply stores. The legislation provided for the issuance of bonds by, and in the name of, the University, without constituting State indebtedness, and for the application of the proceeds to the costs of the projects. Revenues received from use and operation of the buildings and facilities are pledged to payment of principal and interest on the bonds.<sup>10</sup>

An Act of 1952, generally referred to as the "Autonomy Act," extended the Board's powers with reference to the University to cover "all the powers, rights, and privileges that go with the responsibility of management," including the power to make appointments to all positions at the University, with the further provision that it not be superseded in authority by any other State agency in the management of the institution's affairs with certain exceptions.<sup>11</sup> These exceptions relate mainly to the control of the University's income and disposition of its surplus, to the auditing of expenditures, to the continuance of the merit system status of certain University employees, and to the right of specified State officers to attend Board meetings. The Board is required by this Act to make annual reports to the General Assembly concerning its work and finances, and its request for State appropriations must be submitted in detail to the Department of Budget and Procurement.<sup>12</sup>

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<sup>8</sup>Ibid. See statement on the structure and programs of the University of Maryland for a list of the Colleges and Schools of the University and the degrees offered through each.

<sup>9</sup>State of Maryland, The Annotated Code of the Public General Laws of Maryland, 1957, (Charlottesville, Va.: The Michie Company, 1957), Art. 41 Sec. 174. Hereinafter Code.

<sup>10</sup>Ibid., pp. 32-33, Art. 77, Sec. 242-251. In 1961, this authority was extended to housing for graduate students, Sec. 259B.

<sup>11</sup>Art. 77, Sec. 241(e). Cited in By-Laws, Laws and Decisions, p.20.

<sup>12</sup>Ibid., Secs. 1-7.

The University, acting through the Board of Regents, has used its authority to establish new colleges and schools, to develop new curriculums and to grant appropriate degrees, to establish new centers of education, to establish and expand extension education and services, to accept gifts, donations, and research grants, and the like. Except as noted above, the University is an autonomous entity of the State, and the proper use and retention of its present autonomy is the touchstone of the University's administrative policies.

The Board of Regents is also the State Board of Agriculture. In this capacity, the Board is charged with the administration of numerous regulatory laws relating to the fostering, protection and development of agriculture within the State. The Board has general supervision, direction and control of matters surrounding the breeding, raising, marketing of livestock and the products thereof, and contagious and infectious diseases affecting the same; and of the raising, distribution, and sale of farm, orchard and nursery products, generally, and plant diseases and injurious insects affecting the same; of the preparation, manufacture, quality analysis, inspection control and distribution of animal and vegetable products, animal feeds, seeds, fertilizers, agricultural lime, agricultural and horticultural chemicals; and of biological products.<sup>13</sup>

The State Board of Agriculture functions largely through administrative agencies designated as such by law, principal among which are the State Department of Markets of the Extension Service of the University of Maryland, the Live Stock Sanitary Service, the State Inspection and Regulatory Service, the Seed and Dairy Inspection Services, the State Department of Drainage and the Division of Weights and Measures. The nature and extent of Soil Conservation work done by the University and State Board of Agriculture is pursuant to the Soil Conservation and Domestic Allotment Act of the Congress of the United States, as amended.<sup>14</sup>

## Academic Structure and Programs of the University of Maryland

Presently the University of Maryland is comprised of sixteen schools and colleges. They are:

Agriculture

Arts and Sciences

Business and Public Administration

Education

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<sup>13</sup>Ibid., Art. 66C, Secs. 52-55, 64-83, 104-110, 412-485; Art. 48, Secs. 9-110, 116-166, 184-199; Art. 43, Secs. 569-597; Art 97, Secs. 37-61, 71-83.

<sup>14</sup>16 U.S.C.A., Sec. 590, as detailed in Art. 66C of the Code, Sec. 84, et seq.

Engineering

Home Economics

Library Science (opened in September, 1965)

Physical Education, Recreation and Health

University College (adult programs, extension education, overseas)

Graduate School

Dentistry

Law

Medicine

Nursing

Pharmacy

Social Work

Other selected measures of scope are these:

Maryland State College is a division of the University of Maryland having a President, chosen by the Board of Regents, as its chief administrative officer. Bachelor of Science and Bachelor of Arts degrees are offered. The former subsumes agricultural education, general agriculture, home economics, mechanic arts, biological sciences, chemistry, mathematics, physical education, general business and business education. The latter permits concentrations in English, history, mathematics, music, social science and sociology.

A new campus located in Catonsville and generally referred to as University of Maryland, Baltimore County (UMBC) is scheduled to begin its operation in September, 1966.

In the most recent year of experience (FY 64) the University of Maryland awarded 2,819 baccalaureate degrees, 517 master's degrees, 265 first professional degrees (Medicine, Law, Dentistry), and 106 Ph.D. and Ed.D. degrees. Doctorates in FY 65 rose to 177.

An extensive off-campus degree oriented program is administered through University College. Last year, courses were offered at 56 centers in Maryland and on the College Park campus during the evening hours. There were 28,513 course enrollments with approximately 13,448 students enrolled.

An overseas operation is now in its sixteenth year, and currently serves American military personnel and their dependents stationed in 24 countries. The most recent figures on the overseas program



(FY 64) reveal 64,280 course enrollments. Both of the above programs are fully self-supporting.

A six-week, eight-week summer session offers a cross section of the College Park instructional program. Currently, 7,709 students are enrolled in the regular daytime program. The summer session instructional program is self-supporting.

Systematic continuing education programs are sponsored by the Schools of Medicine and Law, and to an increasing extent by the School of Dentistry. Numerous short-duration educational institutes and conferences are conducted for a wide variety of groups, principally through University College.

Supported research activity for the FY 64 amounted to \$13,876,582. All research grants and contracts are of an unrestricted nature, and both their pursuit and their findings are available to students and to all other interested persons. There is no "secret" research in process. This research activity has made possible a comprehensive graduate program by yielding student stipends (graduate research assistants), by providing many high cost facilities, and by underwriting certain operating costs.

Central service facilities are fundamental to the operating program. Examples of these facilities are the Hospital, the Libraries, the Computer Science Center and the Agriculture Experiment Station.

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR AREAS OF SPECIALIZATION
Agriculture	Agricultural & Extension Education	B.S., M.S.	Agricultural Extension, Agricultural Education
	Agricultural Economics	B.S., M.S., Ph.D.	Agricultural Marketing and Business, Production Economics and Resource Development, Agricultural Policy, International Agricultural Development and Trade
	Agricultural Engineering	B.S., M.S.	Farm Power and Machinery, Farm Structures, Soil and Water Conservation, Farm Electrification, Mechanics and Equipment for Agricultural Materials, Handling and Processing
Agronomy		B.S., M.S., Ph.D.	Crop Breeding, Forage Management, Turf Management, Weed Control, Tobacco Production, Soil Classification and Mineralogy, Soil Chemistry and Fertility, Soil Physics
		B.S., M.S., Ph.D.	Animal Breeding, Ruminant Nutrition, Non-ruminant Nutrition, Animal Physiology, Meats, Livestock Production
Botany		B.S., M.S., Ph.D.	Plant Anatomy-Morphology Plant Cytology-Cytogenetics, Plant Ecology, Plant Taxonomy, Plant Pathology
		B.S., M.S., Ph.D.	Biochemical Aspects of Dairy and Food Products, Dairy Manufacturing, Animal Nutrition, Physiology and Genetics
Dairy Science		B.S., M.S., Ph.D.	Insect Taxonomy and Biology, Insect Morphology and Physiology, Agricultural Entomology including Insecticides, and Medical Entomology
		B.S., M.S., Ph.D.	
Entomology		B.S., M.S., Ph.D.	
		B.S., M.S., Ph.D.	

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR AREAS OF SPECIALIZATION
Agriculture	Horticulture	B.S., M.S., Ph.D.	Pomology, Olericulture, Floriculture and Ornamental Horticulture, Horticultural Processing
	Poultry Science	B.S., with three animal departments in College of Agriculture; M.S., Ph.D.	Animal Nutrition, Physiology or Genetics, or Products Technology
	Non-Departmental	B.S.	Agricultural General
	Special Curricula	B.S.	Agricultural Chemistry
			Pre-Forestry Pre-Theological Pre-Veterinary

COLLEGE/SCHOOL

DEPARTMENTS

DEGREES

MAJOR AREAS OF SPECIALIZATION

Arts and Sciences	Art	B.A., M.A., (With College of Education M.A., M.Ed.)	Studio, Art History and Art Education
	Chemistry	B.S., M.S., Ph.D.	Analytical, Organic, Inorganic, Physical Chemistry, Biochemistry, Chemical Physics
	Classical Languages	B.A. (No Graduate Degree)	Latin, or Latin and Greek
	Comparative Literature	B.S., M.S., Ph.D.	A Chronological Period, a Literary Type, or a Literary Theme
	English	B.A., M.A., Ph.D.	All standard Periods of English and American Literature from Medieval to Contemporary, American Studies
	Foreign Languages and Literature	B.A., M.A., Ph.D.	French, German, Spanish, Russian, Chinese (Graduate degree in first three languages only)
	History	B.A., M.A., Ph.D.	American, European, Asian, or a Period of History
	Microbiology	B.S., M.A., Ph.D.	Microbial Taxonomy, Physiology, Cytology, Virology, Immunology, Medical Microbiology
	Mathematics	B.S., M.A., Ph.D.	Algebra and Number Theory, Analysis, Geometry and Topology, Probability and Statistics, Foundation of Mathematics, Mathematical Methods, Numerical Math

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR AREAS OF SPECIALIZATION
Arts and Sciences	Music	B.A., M.Mus., Ph.D. (With College of Education M.A., M.Ed., Ph.D., and Ed.D.)	History and Literature of Music, Theory, Composition and Performance - M.Mus.; Musicology and Theory - Ph.D.
		B.A., M.A., Ph.D.	Metaphysics, Epistemology, Logic, Ethics, History of Philosophy Esthetics, Philosophy of Science, Philosophy of Religion, of History, Political and Social Philosophy
	Physics & Astronomy	B.S., M.S., Ph.D.	Astronomy, Astrophysics, Atomic Physics, Cosmic Rays, Elementary Par- ticle Theory, Fluid Dynamics, General Relativity, High-Energy Physics, Molecular Physics, Nuclear Physics, Plasma Physics, Quantum Electronics, Quantum Field Theory, Radio Astronomy
	Psychology	B.A., B.S., M.A., M.S., Ph.D.	Clinical, Counseling, Experimental, Industrial, Community, Mental Health, Quantitative and Social Psychology
	Sociology	B.A., M.A., Ph.D.	Social Psychology, Criminology, Sociology of Occupations, Urban and Community, Demography, Sociological Theory
	Speech and Dramatic Art	B.A., M.A., Ph.D.	Dramatics, General Speech, Radio - Television; Speech and Hearing Science, only Ph.D. area

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR AREAS OF SPECIALIZATION
Arts and Sciences	Zoology	B.S., M.S., Ph.D.	Cellular, Organ, Comparative and Nerve Physiology, Invertebrate and Vertebrate Endocrinology; Biophysics; Cytology, Developmental Zoology, Population Genetics Animal Behavior; Ecology; Hydrobiology; Parasitology; Acarology; Invertebrate Zoology; Ichthyology; Herpetology, Ornithology; and Mamalogy
	Institute for Molecular Physics	(No Degree)	This institute collaborates with the Department of Physics and Chemistry, and a member of the Institute is chairman of the Committee on Chemical Physics, a graduate degree program open to students in either department. The Institute's faculty have primary interests in kinetic theory, statistical mechanics, intermolecular potentials, quantum chemistry, spectroscopy - ultraviolet, infrared and microwave, and solid state.
	Interdepartmental	B.S. B.A. B.S.	General Biological Sciences Area Studies General Physical Sciences

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR FIELDS OF STUDY
Business and Public Administration	Business Administration	B.S., M.B.A. (Ph.D. in cooperation with Department of Economics)	Accounting, Statistics and Quantitative Methods, Finance, Marketing, Personnel and Labor Relations, Management, Transportation and the general areas of business, government and public policy
	Economics	B.S., (B.A. College of Arts and Sciences), M.A. and Ph.D.	Economic Theory, History of Economic Thought, Economic Development, Public Finance and Fiscal Policy, Labor Economics, International Economics, Money and Banking, Mathematical Economics and Econometrics, Economic Systems and Planning, Industrial Organization, Specialization in Economic Development of Under-developed Areas, Economics of the Public Sector, Manpower Economics and Regional Economics
	Geography	B.S. (B.A. in College of Arts and Sciences), M.A. and Ph.D.	Physical Geography, Climatology and Cartography, Special Geography - especially Economic, Urban, Regional - especially Anglo-America, but also other continents
	Government and Politics	B.S. (B.A. in College of Arts and Sciences), M.A. and Ph.D.	Comparative Government, International Affairs, Political Theory, Public Administration, Public Law, Public Policy, State and Local Government

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR FIELDS OF STUDY
Business and Public Administration	Information Systems Management	B.S.	Management and Office Automation, Executive Secretarial Program
	Journalism and Public Relations	B.S.	Journalism, Public Relations
	Bureau of Business and Economic Research	(No Degree)	State oriented, concerned with those aspects of the State's economy related to business and industry
	Bureau of Governmental Research	(No Degree)	State oriented, concerned with intergovernmental relations, taxation, and related problems
	Maryland Municipal League	(No Degree)	Information center and research support Unit for local governments within the State
	State Association of County	(No Degree)	Same as above



COLLEGE/SCHOOLS	DEPARTMENTS	DEGREES	MAJOR FIELDS OF STUDY
Education	Early Childhood-Elementary Education	B.S.	Early Childhood, Elementary Education, Elementary Education in-service, Elementary School Physical Education and Health Education, Elementary School Music
	Secondary Education	B.A. (B.A. and B.S. also through other colleges)	Academic Education in English, Social Sciences, Modern Foreign Languages, Classical Languages, Mathematics, Science, Speech
	Art Education	B.S.	Secondary Art Education, Elementary Art Education
	Business Education	B.S.	General Business Education, Secretarial Education
	Industrial Education	B.S.	Industrial Arts, Vocational-Industrial, Education for Industry
	With other colleges and departments:		
		B.S.	See Academic Education above Home Economics Education Music Education Physical Education and Health Education Agricultural Education

Graduate Programs handled on college rather than on a departmental basis in most instances (listed on the following page).



COLLEGE	DEPARTMENT	DEGREE	MAJOR FIELDS OF STUDY
Education	Pupil Personnel Services	(No Degree)	Largest research unit in the College of Education. Begun by four State universities under the general direction of Maryland. Financed by Federal government and supported by 16 national professional organizations.
	Science Teaching Center	(No Degree)	National in scope and supported by public and private grants. Purpose is to improve the teaching of Science.
	Maryland Mathematics Project	(No Degree)	Purpose is to improve teaching of Mathematics in the primary and secondary schools of the State of Maryland.

COLLEGE	DEPARTMENT	DEGREES	MAJOR FIELDS OF STUDY
Engineering	Aerospace Engineering	B.S., M.S., Ph.D.	Aerodynamics, Structures, Propulsion
	Chemical Engineering	B.S., M.S., Ph.D.	Transfer and Transport Phenomena, Kinetics and catalysis, Thermodynamics and Phase Equilibria, Mathematical Models
	Civil Engineering	B.S., M.S., Ph.D.	Engineering Materials, Highway Engineering, Hydraulic Engineering, Sanitary, Soils and Foundations, Structural Engineering
	Electrical Engineering	B.S., M.S., Ph.D.	Electromagnetics, Circuits and Control Systems, Information Sciences
	Fire Protection	B.S.	Fire Protection
	Mechanical Engineering	B.S., M.S., Ph.D.	Solid Mechanics and Elasticity, Fluid Mechanics, Heat Transfer and Thermodynamics, Energy Conversion, Materials, Systems Design and Analysis
	Institute for Fluid Dynamics and Applied Mathematics	(No Degree)	Fundamental research in theoretical and experimental fluid dynamics and applied mathematics. Theoretical and experimental studies of gases at high temperatures and high speed flow fields related to magnetogas dynamics. Work in mathematics ranges from hydro-dynamics to transonic flow. Also, statistical mechanics
	Wind Tunnel	(No Degree)	Teaching-research facility, conducts a program of experimental research related to aerodynamics

COLLEGE

DEPARTMENT

DEGREES

MAJOR FIELDS OF STUDY

Home Economics

Foundation and Family Life; Food  
Nutrition, Institution Administration;  
Housing and Applied Design; Textiles  
and Clothing, Practical Art

B.S.

Textiles and Clothing; Food, Nutrition  
and Institution Administration; and  
General Home Economics

M.S.

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR FIELDS OF STUDY
Physical Education, Recreation and Health		B.S.	Physical Education - Men Physical Education - Women Recreation Health Education - Men Health Education - Women
		M.S., Ph.D.	Within Physical Education, specializations in Exercise Physiology, History of Physical Education and Sport, Elementary Physical Education, Psychological Aspects of Exercise, Sociological Aspects of Sports, Dance, etc.
University College*		B.A. B.S.	General Studies Military Studies
Graduate School			All graduate degrees are awarded through the Graduate School. For purposes of this study, the graduate degrees are listed by departments within the respective college or school
Library Science		M.L.S.	Library Science
Social Work . . . . .		M.S.W. . . . . .	Social Service . . . . .
Research Units Under Office of Vice-President for Academic Affairs Computer Science Center		(No Degree)	Interdisciplinary unit that provides computer service to academic units, administers education program for various sciences and conducts research in computer science
Institute of Natural Resources		(No Degree)	Studies on the natural resources of Maryland, including forest, game, and water resources

\*Also offers a certificate, Associate in Arts

COLLEGE/SCHOOL	DEPARTMENTS	DEGREES	MAJOR FIELDS OF STUDY
Dentistry		D.D.S.	Dental Surgery
	Anatomy	M.S., Ph.D.	Human Gross Anatomy, Human Neuroanatomy, Anatomy of the Head and Neck, Comparative Vertebrate Dentition
	Biochemistry	M.S., Ph.D.	Physical Measurements, Chemistry of Nucleic Acids, Enzymes, amino acids and protein biosynthesis, and synthesis of organic compounds with biochemical interest
	Histology	M.S., Ph.D.	Histology, cytology, histo- and cyto-chemistry, genetics, embryology, physical biology
	Microbiology	M.S., Ph.D.	Oral Microbiology, Pathogenic Microbiology, Serology and Immunology, Bacterial fermentation, Mycology, Oral Parasitology, Public Health, Diseases of the Periodontium, Pharmaceutical
Law	Oral Surgery	M.S.	Anesthesiology and Oral Surgery
	Pathology	M.S., Ph.D.	Dental Caries, Peridental Disease, Carcinogenesis, Wound Healing and Microscopic Diagnosis of Oral Diseases
	Physiology	M.S., Ph.D.	Skeletal Muscle, Circulation, Electromyography, Cellular and Oral Physiology
		LL.B.	The Practice of Law
		B.S. M.S.	The Practice of Nursing
Nursing*			Nursing Administration, Medical and Surgical Nursing, Public Health Nursing, General Psychiatric Nursing, Psychiatric Nursing, Nursing of Children With Psychiatric Disorders

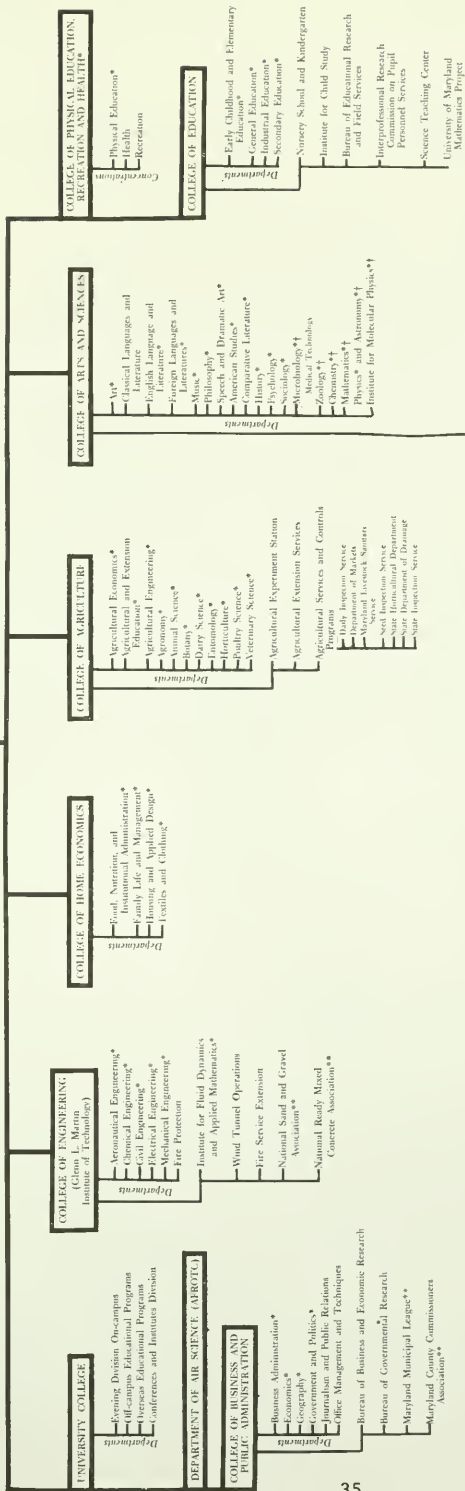
\*A certificate in Practical Nursing is also awarded.



COLLEGE/SCHOOL	DEPARTMENT	DEGREES	MAJOR FIELDS OF STUDY
Medicine*			
	Anatomy	M.S.	Medicine
	Biochemistry	M.S., Ph.D.	Anatomy, Neuroanatomy, Micro-Anatomy
	Biophysics	M.S., Ph.D.	Enzymes and Metabolism
	Legal Medicine	M.S., Ph.D.	Macromolecular Physics, X-Ray Structure, Membrane Physics
	Pharmacology	M.S., Ph.D.	Selected Aspects of Legal Medicine
	Physiology	Ph.D.	Selected Aspects of Pharmacology
	Psychiatric Institute	(No Degree)	Mamalian Physiology, Basic or Applied
	Institute of International Medicine	(No Degree)	Psychiatric Training and Research
Pharmacy			Research Related to Infectious Diseases and Other Areas as Designated
		B.S.	Pharmacy
	Pharmaceutical Chemistry	M.S., Ph.D.	Synthetic Medicinal Chemistry, Biochemistry, Biophysical Chemistry
	Pharmacy	M.S., Only	Hospital Pharmacy
		M.S., Ph.D.	Physical Pharmacy and Biopharmaceutics Product Development
	Physiology	M.S. (Coordinated Ph.D. with Medical School)	
		M.S.	Histology (coordinated with Dental School)

\*Certificates are also awarded in Technical Radiology and Proficiency in Physical Therapy. The former requires three months clinical experience beyond the baccalaureate degree and the latter is a one-year certificate.

# THE UNIVERSITY OF MARYLAND College Park Campus



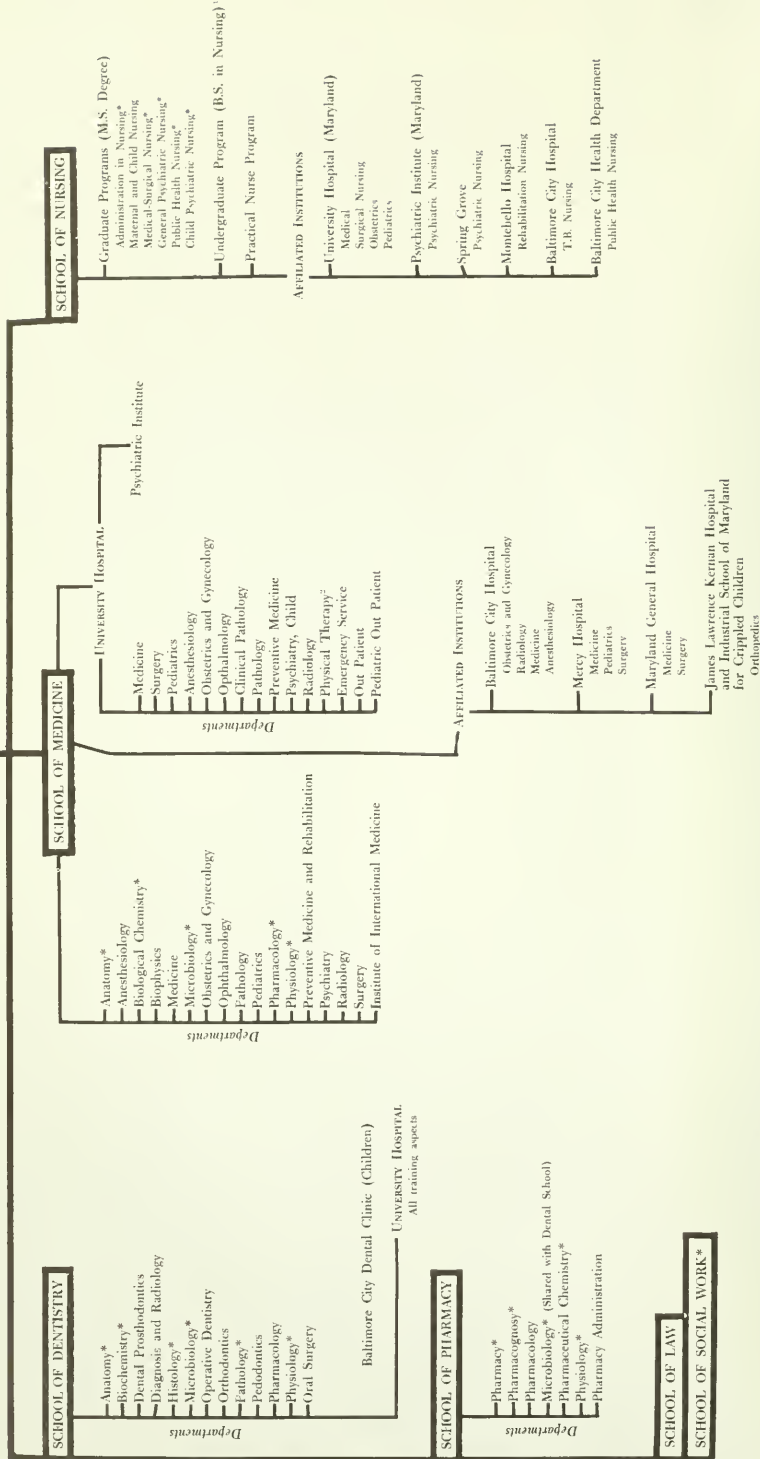
Even though the departments are not administered by the College of Arts and Sciences, students may earn degrees in B.A., B.S., or M.A. degrees in the College of Arts and Sciences. Students may qualify for teacher education in the major divisions of the Arts and Sciences. Graduate programs are offered through the College of Arts and Sciences. Graduate programs are offered through the College of Arts and Sciences. Graduate programs are offered through the College of Arts and Sciences. Graduate programs are offered through the College of Arts and Sciences.

\* Graduate degrees or units offered.

† Offer B.S. degrees in General Biological Sciences and General Physical Sciences.

† Offer B.S. degrees in General Biological Sciences and General Physical Sciences.

# THE UNIVERSITY OF MARYLAND *Baltimore Campus*



\* Graduate degree or graduate work offered.

\* First two years of general education at College Park; last two years of professional education at Baltimore Campus.

\* Clinical work, B.S. awarded by College of Physical Education, Recreation and Health.

# PROPOSAL FOR THE ESTABLISHMENT OF A SCHOOL OF ARCHITECTURE AT THE UNIVERSITY OF MARYLAND

## Background

Responding to a long-felt need, the University first undertook in 1957 to study the possibility of establishing a School of Architecture. This coincided with a study at the Southern Regional Education Board (SREB) on the same subject. A "Preliminary Report for Establishment of a School of Architecture at the University of Maryland," by A. H. MacIntire, was presented in October, 1961. In 1963, a special committee of the University Faculty Senate reported the results of a study it had conducted on the question, concluding in a recommendation favorable to the establishment of a School of Architecture. The findings and conclusions of the Faculty Senate Committee were supported by the report of a Special Advisory Committee of the American Institute of Architects, issued in August of 1964. At the request of the University and its President, Dr. Elkins, the Advisory Council for Higher Education undertook to evaluate its proposal in the light of its responsibility to make "impartial study of (the State's) programs of higher education" and its statutory duty to investigate "the needs throughout the State for . . . professional and technical training" and to present "recommendations for the establishment and location of new facilities and programs." The proposal of the University, with appropriate supporting material, was then referred to the Council's Policy Committee on Role and Scope of Institutions for recommendation to the Council. In considering this proposal, the Committee felt it necessary to take into consideration the fact that considerable study had already been made on this subject over a long period of time. The Committee also took into account the several favorable statements offered on this proposal by various independent groups concerned with architecture in Maryland, which statements are included in the University's proposal.

## Conclusions

The Policy Committee, having reviewed the proposal of the University and the supporting material submitted to it, bases its recommendation to the Council upon the following considerations:

Need: In the foreseeable future, Maryland will continue to exceed most other states in construction activity and in the growth of this activity, as its population, economy, and standard of living expand considerably above the national average. This growth will necessarily result in an increasing demand for the services of qualified architects in the State. Furthermore, if Maryland's physical growth is to avoid economic and aesthetic misfortunes, the architects retained must be of high quality and, hence, of good training.

Present Sources: At the present time, Maryland provides no educational facilities, public or private, for accredited professional education in architecture and

related fields. To comply with State standards for Architectural Registration, therefore, those persons wishing to practice architecture in Maryland must necessarily be trained in other states. Consequently, for its architectural development, Maryland is dependent upon the facilities of these other states. Probably because of the difficulties and expenses attendant upon out-of-state education, and the increased likelihood that departing students will not return, Maryland is "one of the two states which fell behind in the number of architects proportionate to the physical urban growth." Present State sources, in other words, have not been adequate to meet Maryland's architectural needs.

Educational Opportunity: Correlative to the unmet needs of the State for architects are the unmet needs of Maryland students who might wish to enter this profession. The cost of out-of-state education - - - including costs beyond tuition and fees - - - is considerably above that for in-state education, whatever the field. That architectural students from Maryland should be denied the same advantages of in-state education provided for other professional students is difficult to justify. The presence at this time of 122 Maryland students in out-of-state schools of architecture indicates an even greater number who might profit from in-state facilities, were they available.

Establishment: The University of Maryland, with its heavy responsibility in public professional training generally, is the logical public institution to undertake the establishment of a School of Architecture. The College Park Campus is the logical site for the school, because of the tie-ins possible with the College of Arts and Sciences and the School of Engineering and the proximity of the main University Library.

Support: The cost for the establishment and operation of the School of Architecture would not be so great as to affect detrimentally either present programs of the University or other anticipated developments. In allocating the resources of the University, the establishment of a School of Architecture merits a high priority.

## Recommendation

The Policy Committee on Role and Scope of Institutions of the Advisory Council for Higher Education recommends that the Council advise favorably upon the proposal of the University of Maryland for the establishment of a School of Architecture at its College Park Campus.

## ROLE AND SCOPE OF THE STATE COLLEGES IN MARYLAND

The State Colleges in Maryland, like those in most other states, were not originally created as state colleges. They evolved into that status at the direction of the Legislature and in response to the needs of the youth of the State. Most of them had been teachers colleges and before that, normal schools. One had previously been a private, predominantly Negro college.

The pattern of evolution of Maryland's State Colleges is in harmony with what has occurred during the past several decades all over the country. Today, in the more than two thousand colleges and universities of this country, over five million students are enrolled--a number greater than those attending high school in the early nineteen thirties. Over one million of these students are enrolled in the more than two hundred state colleges. More than a score of these colleges have evolved, in the last five or ten years, into state universities.

As the land grant colleges and state universities were developed in the latter part of the nineteenth century to serve the needs of a growing population, the state colleges have emerged in the middle of the twentieth century to serve the needs of a still more rapidly developing civilization. In several states the number of students enrolled in the state colleges exceeds the number attending the major state university.

By legislative mandate, Bowie, Coppin, Frostburg, Salisbury, and Towson, formerly teachers colleges and now State Colleges, are enjoined to develop programs in the arts and sciences while retaining an effective program in teacher education, and several of them are rapidly achieving that goal. Morgan State College already has a diversified program in the arts and sciences as well as in teacher education.

A strong program in the arts and sciences does not negate the presence or desirability of offerings that have a professional purpose. The vast majority of students seeking a college education in America have a vocational end in mind. For some, that end may be reached at the end of the four-year baccalaureate program, for example, teaching, nursing or engineering. For others, the four-year program in the arts and sciences constitutes a pre-professional program leading on to graduate work in post-graduate professional schools--for example, medicine, the ministry, social work, law.

It is highly desirable that every college graduate be a liberally educated person. But it is also realistic to recognize that for most college students vocational interests are important. While the state university will have, for the foreseeable future, a preponderance of the programs that are offered in post-baccalaureate schools or colleges, the state colleges should develop in their undergraduate program the pre-professional offerings that will form a base for later graduate work. Some of them will also develop baccalaureate programs in certain professional fields. As Governor Tawes said in a recent commencement address at one of the state colleges, "It is the role of the state



colleges to satisfy the educational aspirations and interests of the students in their areas, whether these interests lie in the field of teaching, or in business, journalism, library work, social work, science, law, medicine, or other fields."

It is impossible to predict accurately at the present time the future demands that are likely to come to the state colleges for the introduction of new programs, but it is certain that there will be such demands. It is incumbent upon each of the colleges to be constantly alert to new needs, new demands, new fields in which they might logically be of service.

Along with the increasing demand for a college education on the part of many of our young people, there is also an increasing desire and need for some work beyond the baccalaureate level. The steadily increasing amount of knowledge in every professional field is leading to more demands for at least a year of graduate work in such fields as teaching and business administration. At the present time, there is no thought on the part of any of the state colleges for any offerings beyond the Master's level, but there is a real service to be rendered in providing graduate courses leading to the Master's degree. Some of the colleges are already offering approved graduate work and there is likely to be need for increasing variety in these offerings as faculty and facilities become available.

In summarizing below the role and scope of the state colleges, it should be kept in mind that these institutions represent one phase of the tri-partite organization of higher education adopted by the Governor and the Legislature, the other two phases being the junior or community colleges and the state university. The state colleges will give particular attention to accepting those students who have previously attended the community colleges and will seek cooperative relationships with those colleges. They will also maintain close relationship with the state university--the institution which many students from the state colleges will later attend.

The role and scope of the Maryland State Colleges may be listed as follows:

### Role

These colleges exist to provide a quality program of higher education at a moderate cost to students who demonstrate their ability to do college work.

Although it is expected that faculty members will engage in research or other scholarly activity, it should be stressed that the State Colleges are essentially institutions for providing instructions. Research and other scholarly activity can enhance the effectiveness of instruction.

Each of the colleges will seek to serve as a focus for academic and cultural leadership in the community.



Each of the colleges will develop programs of cooperating with nearby institutions, both public and private, to better utilize each institution's resources and to avoid unnecessary duplication.

Although the majority of their students will naturally come from the State of Maryland, the colleges will admit students from other states and from other countries. A maximum of twenty percent of out-of-state students is suggested.

### Scope

The colleges will offer a variety of undergraduate programs in terms of their resources, their traditions and the needs of the area in which they are located.

They will continue to give particular attention to the preparation of teachers for the public schools of the State.

Each of the institutions will be continuously alert to the needs of its community and its clientele, formulating and developing new programs as the need arises and as facilities and personnel are provided. These programs may be in the area of the traditional liberal arts or in various fields of teacher education. They may also be in such professional fields as business, journalism, nursing, social service, medical technology or urban studies.

While the bulk of their offerings will be on the undergraduate level, some of the colleges will offer graduate work in various appropriate fields, leading to the Master's degree.

Each of the institutions will develop evening programs, summer programs, and other types of service programs in terms of community needs and desires.

As enrollment pressures increase, the State Colleges should be prepared to accommodate an ever-increasing percentage of Maryland youth seeking a college education.

# ROLE AND SCOPE OF COMMUNITY-JUNIOR COLLEGES IN MARYLAND

## Preface

Two years of college may soon become the nation's goal of universal educational opportunity for every citizen. Foremost in this development is the growth of two-year institutions variously known as community colleges, junior colleges, technical institutes, and two-year branches of senior colleges and universities. More than half of the new higher education institutions established in the United States in 1964 were two-year colleges.

The Carnegie Corporation reports that "the emergence of the junior (community) college is possibly the most important development in American higher education in the past quarter century. If this movement results in the addition of two years to the duration of education for the average American, its importance will lie in the enlargement of the educational expectation common to every individual who lives in America's democracy."

After World War II, eleven community colleges were established in Maryland, eight of them since 1957. At least four more are planned in the next three years. Although the community college is a relatively new institution in Maryland, it is an integral part of the tri-partite organization of higher education adopted by the Governor and the General Assembly in 1961.

Governor J. Millard Tawes, in a message at the 1963 Dedication Ceremonies of one of the community college's campuses, stated:

The success of this tri-partite approach to the problem of higher education will depend largely upon the achievement of each of its parts. Quite naturally, we in Maryland are relying heavily upon the community colleges which, from my point of view, represent the best means of achieving higher education of the best quality with the least financial burden.

## Role

The role of the community college is to provide a diversified opportunity for education beyond the high school for everyone who desires and can profit from it.

Full implementation of this mission requires the following features:

Accessibility: Community college services will be provided to the citizenry of every part of the State. Either the institution will be within reasonable commuting distance, or in areas of limited population, the State may provide other means to insure this community college opportunity.

*Shared Cost:* Local initiative and financial support is vital to the provision of education programs that are appropriate to the local community. However, both the cost to the student for the education and the cost to the community for capital and operating expenditures must be supported adequately by State contribution.

*Associated Degree Programs:* The Associate Degree is recognized as the measure of successful accomplishment of a prescribed collegiate program of studies usually completed within a two-year period. While there are extensive differences in the educational needs among the political subdivisions of the State, there are many needs of a statewide nature. Therefore, it is vital to the mission of the community college that adequate programs be planned to meet both local and specific State needs.

*"Open Door" Admissions Policies:* The Community College, because of its accessibility and low cost to the student, now offers to every qualified young person the chance to further his education. This is indeed a new vista in the application of the democratic credo of equal opportunity for all.

The standards for admission to the Community Colleges are relatively flexible, but the standards for graduation are consistent with similar programs in the four-year institutions to which many students transfer. In effect, the Community College acts as a "distributive agency" for those who are interested in college and whose past records and future goals are uncertain. And these students can explore college work at minimum financial cost to the taxpayer and maximum opportunity for the students.

It provides a meaningful rounding out of education by providing a coherent program and an honorable terminus for many who would otherwise drop out. In others it offers a two-year period of growth which may motivate them toward continuing academic and professional education. The program is broad and varied enough to meet not only the needs of the state and nation, but also to provide an equal opportunity for self-fulfillment.

*Community Service:* In its commitment to the "open door" philosophy, that is, its intention to provide educational opportunities for all who desire and can profit from further education, the Community College, of necessity, must provide for a broad spectrum of educational needs and a wide range of student abilities. To accomplish this momentous task, the Community College must, through a professional counseling staff, provide education, vocational and personal guidance services. Thus, in its special concern for the student, the Community College, through the counseling procedure, promotes selective programming into educational areas commensurate with individual ability, interest and goal; guidance during student educational experiences; and assistance with occupational placement at program completion.

*Community Service:* A "community" college will serve other segments of its community in all matters appropriate to its functions. For example:

in continuing education for adults of the community, in re-education, in occupational upgrading, in cultural services, and in non-credit programs for which the need has been demonstrated.

Thus, its material and intellectual resources are drawn upon and in many areas the community college becomes the focal point for cultural, political and socio-economic growth of the community.

## Scope

Specifically, the community college scope of operation, as spelled out by an Act of the General Assembly of Maryland, is that of:

Offering at least one two-year program of post high school education and performing one or more of the following functions:

- (1) Offering terminal vocational, technical and semi-professional programs;
- (2) Offering terminal non-technical programs; or
- (3) Offering the equivalent of freshman and sophomore years of college work.

## Program

*Occupational:* The first major function, as prescribed by law, relates to the many vocational, technical and semi-professional programs which require more than a high school diploma yet less than a baccalaureate degree. These programs help prepare students to become electronic technicians; library and teaching aides; medical, legal and technical secretaries; chemical, biological and medical technicians; registered nurses; merchandising and business junior executives; and a whole host of semi-professional workers who provide essential services in the technological age in which we live. Indeed, for every job that requires at least a Bachelor's Degree, there are four or five jobs that require the type of training represented by the Associate of Arts degree. The community college sees as one of its vital purposes the education and training of such persons.

*Continuing Education:* These programs focus on education beyond the high school, principally for adults. Among these are programs which permit adults whose college education has been interrupted to resume their higher education objectives. Such programs do not vary markedly from the regular transfer or technical curricula.

Some adults seek those opportunities which will improve their present job competence or provide retraining to prepare them for new occupations. The community - junior college is rapidly assuming an important role in meeting this kind of continuing education need.

Other adults profit from programs which do not necessarily have vocational objectives. The community - junior college offers these adults courses of a general cultural or special interest nature, designed to enrich their lives and broaden their educational experiences.

*Transfer or College Parallel:* These programs include professional and/or liberal arts courses, equivalent to those taken in the freshman and sophomore years at a four-year college or university. Qualified graduates of these programs are eligible to transfer to the third year of a four-year institution and to pursue studies leading to the baccalaureate and higher degrees.

*Guidance Services:* In addition to the above programs which are specifically mentioned by law, the very name "community college" implies that the college shall provide the leadership and the facilities in response to local needs of industry, business and government. Furthermore, the community college faculty provides an extension of the curriculum to the community through a variety of educational and cultural programs unrelated to the Associate Degree. By so doing, it helps raise the educational, cultural and social level of the community.

## Conclusion

The community colleges in Maryland are already playing a significant role as one views the community college trends nationally, the State's educational resources and the local community needs. As the future master plan for education in Maryland crystallizes, these comprehensive community colleges stand ready to assure, as the Governor has said, "that Maryland will meet its educational responsibilities to the Youth of the State."

## NATIONAL DEVELOPMENTS IN COMMUNITY COLLEGES WITH IMPLICATIONS FOR ROLE, SCOPE AND ORGANIZATION

Edmund J. Gleazer, Jr., Executive Director  
American Association of Junior Colleges

The probability of community and junior colleges assuming a major role in American higher education now and in the years ahead is "probable" no longer; community colleges are unquestionable facts of life on the American educational scene. This member of the subcommittee has had the fortunate opportunity of observing, from a national vantage point, the consistent and continuing growth of these institutions and their educational effectiveness.

Despite the Association's access to the most up-to-date data available regarding the number and enrollments of these colleges, estimates and projections of further growth will doubtless be proven conservative. We have witnessed the establishment of a minimum of twenty-five to thirty new two-year colleges each year since 1960; our 1964 enrollments exceeded 1,000,000 full-time and part-time students; already in some states well over 50% of all the undergraduates in institutions of higher education are enrolled in junior and community colleges. Firmly fixed dates of establishment for new institutions have been set as far ahead as 1967. With little hesitation, we feel safe in stating that enrollments in junior and community colleges will reach no less than 2,000,000 students by the end of the decade, and that the present 700-plus number of community colleges will rise to at least 800 or more at that time.

Leadership in junior college development among the states has been uneven, with some states, notably California, Florida, New York, and Texas taking the lead. Yet, within the last few years, other states have moved with amazing rapidity in exerting impressive leadership of their own - leadership in recognizing the key need for community colleges within the state, making legal provisions for them, and developing sound policies for their coordination, finance, and identity within the state's total educational framework.

Examples of states in this latter category include Illinois, Arizona, North Carolina, Alabama, Michigan, Washington, New Jersey, Pennsylvania, Hawaii, Missouri, and Arkansas. The entire matter of the role of the community college is under intensive study in numerous other states, including Kansas, Virginia, Iowa, Georgia, and currently the State of Maryland.

For obvious political, financial, and educational reasons, patterns adopted by the states vary extensively. Nevertheless, given this diversity, there are enough and workable modus operandi in each state to provide the State of Maryland significant options in its own examination of the role, scope and future of its community colleges. Thus, in lieu of offering specific recommendations in the case of Maryland, it seems more appropriate to suggest those elements which reflect the most successful organizational pattern in several of the states, each having implications for permissive options for Maryland, which carry desirable implications for major changes in Maryland's present pattern respecting community colleges in the state.



1. Nationally, the trend and pattern is definitely one giving greater autonomy, administrative and fiscal independence to the community college on the local level.
2. The legal separation of the junior college from the control of the local board of education which administers the K-12 program, and the creation of an independent junior college district with its own taxing authority and Board of Directors are two examples of these developments.
3. Even in those states which have not yet adopted the legal machinery to effect such separation, or creation of independent junior college districts, community college advisory councils have been established to assist the local board of education in determining policy matters affecting these institutions, with the result that local boards of education increasingly look to the advisory councils as quasi-junior college boards, and rely heavily on their counsel and recommendations.
4. Complementing these developments on the local level are comparable increased and definitive attention to junior college problems at the state level.
5. The most common state-level junior college organizational and operational patterns are:
  - a. The establishment of a State Board of Junior Colleges, distinctly separate from the State Department of Public Instruction; members of these State Boards of Junior Colleges are normally lay persons appointed either by the governor or the legislature. The Board is allocated funds to employ a full-time professional staff to carry out state-wide coordination of the junior college system in the state, approve curriculums, and provide mechanisms for formal recognition of establishment and state accreditation.
  - b. The creation within a State Department of Public Instruction of a separate bureau or division of community colleges, having commensurate status with other divisions within the department. The chief administrative officer of such a division normally reporting directly to the State Superintendent of Public Instruction or to his immediate Associate Superintendent.
  - c. In certain states where the community colleges are part of a state university system, there has been established the office of Executive Dean of Two-Year Colleges at the state level, with responsibilities similar to (a) and (b) above. The Executive Dean reports directly to the President of the State University and through him to a two-year college committee of the State University's Board of Trustees.

The organizational patterns described here have normally been "upward-evolutionary" processes. In essence, this has meant an initial strengthening of services and attention to community college problems at the local level. It should be pointed out, however, that in a few states the process has been reversed. In these instances, lack of local initiative has spurred action on the state level to encourage and stimulate the upgrading of the states' community college system.

In summary, the following are general principles for all states considering the role and scope of the junior community college:



1. It must be clear in law, in fact, and in operation that the community college is an equal peer-partner with other segments of higher education in the state.
2. Specific concentration on, as distinct from diffuse and cursory attention to, junior college development is definitely required at the state level, regardless of the particular pattern adopted.
3. The emergence of the junior college as an integral part of higher education cannot be fully accomplished until such institutions are given both independent authority and identity at the local level, and are perceived and supported by the community served as post-secondary collegiate entities in their own right.

While Maryland may well be guided by the several options described in this brief paper, the State should be cognizant of these principles regardless of the options selected.

## SOME CONSIDERATIONS ON THE GOVERNANCE OF MARYLAND'S COMMUNITY COLLEGES

Christopher Rhines, Staff Associate  
ADVISORY COUNCIL FOR HIGHER EDUCATION

### I. The Community College Movement

The history of the two-year college in America dates from 1835, with the establishment of Monticello College in Illinois. The first public two-year college was established also in Illinois, in 1901. These were, however, isolated instances. Nothing which could legitimately be termed a "two-year college movement" is to be seen before the second quarter of this century. Many of the earlier two-year colleges failed, or became incorporated into four-year or university institutions. And, as another factor, the three and four year high school did not become a stabilized institutional form until the mid 1920's.

The two-year college movement is actually two quite separate movements. The earlier development centered around private institutions, which offered two-year programs of either (1) traditional liberal education, on a "finishing school" basis or (2) vocationally-oriented training, typically in education or a particular technical field. Until World War II, the majority of the country's two-year colleges - - although not of their students - - were private rather than public.

While the number of private two-year colleges has remained constant in the last decade and a half, after peaking around World War II, the number of public two-year colleges has been steadily increasing. There are several reasons for this. In the first place, the trend among public universities has been toward increased emphasis "on the top", that is, in their specialized programs at the graduate and professional level. This has also involved a heavier emphasis on undergraduate specialization, which occurs in the junior and senior college years. While not foresaken in this shift, the freshman and sophomore years have not received equivalent attention. Second, the years since World War II have seen an unprecedented increase in the numbers of Americans who wish to attend college. This is due partly to the growth of the whole population. It also reflects an increase in the per cent of the population seeking education beyond the high school level. The latter increase, in turn, is due to a host of factors, including increasing technical specialization in employment patterns, programs for veterans and an increase in the general standard of living leading to increased resources of personal income and time which can be applied to higher education. This explosion of the college population is quite beyond the potential expansion of public four-year and university institutions given the desires of the latter to concentrate on upper-level programs. However, much more has been necessary.

For a variety of reasons, the public junior college has been the logical institution to undertake the greatest expansion. Much of the pressure stems from students who in previous generations would not have attended any college, and whose college goals are often outside the traditional four-year college framework. Many determine not to continue for a full four years. Many seek only specialized vocational training. Furthermore, since these "new" college-oriented students are generally from a lower socio-economic level than the traditional student of the past, they are better served by low-cost education on a commuting basis. For the same reason, many continue to work while attending school, and thus require a flexible program which offers part-time study. This great diversity of personal student needs has led to the development of the "comprehensive" community college.

The growth of the public junior college movement has been, to say the least, notable. In 1900, eight private institutions enrolled but a handful of students. Today, almost 750 junior colleges enroll more than a million students, of whom more than ninety per cent are in public institutions. Most of these institutions are community colleges, that is, community-oriented, community-controlled, and at least partially community-financed.

The rapid growth of the two-year college movement - - and particularly of the public community college - - has involved certain consequences which have shaped the present character of these institutions. Perhaps most important has been the relationship established in many states between the colleges and the public system of elementary and secondary education. Even before the movement began on a large scale, many of the colleges were established essentially as extensions of secondary education which had not, at this time, taken its present definitive shape.

In some areas the junior college constituted a four-year institution, beginning with what is today the eleventh year of education, the high school "junior year". With the general adoption of the 1-12 or K-12 pattern of elementary-secondary public education, the four-year junior college has virtually disappeared as a significant pattern. Other factors, however, have exerted and continue to exert pressure for establishment of community colleges as an extension of the public secondary schools. Particularly where pressure has existed for the rapid establishment of community colleges, the public school system has been utilized for the simple reason that it has had available established resources, in experienced administrative staff, teaching personnel, and in facilities. This has had the great advantage of allowing for the establishment and operation of community colleges on time schedules and on budgets which would otherwise have been far from adequate. It has also meant, however, that the great majority of the new community colleges operated out of other public school buildings, either sharing them with K-12 classes or taking over obsolete facilities; operated with high school teaching personnel in presumably college courses; shared administrative and staff personnel; and competed with the elementary and secondary programs for budget allocations.

The identification of the community college with the public school system may well have been a necessary stage in the movement's growth. In recent years, however, it has been recognized in many states that the community college must develop as an entity in itself, if it is to realize its full potential. Most states now recognize the community college as part of higher education. In some states, this has meant the establishment of the colleges independent of the K-12 system; in others, the regular public school system has adapted itself to accord to the colleges a position commensurate with that of a legitimate segment of public higher education. In fact, very few new community colleges are established today as an extension of the high school under the board of a school district. The community college is emerging as an element of higher education in its own right.

## II. Maryland's Community Colleges

The return of World War II veterans seeking the advantages of higher education was a major factor leading to the establishment of Maryland's first three community colleges - - Montgomery Junior College and Hagerstown Junior College in 1946 and Baltimore Junior College in 1947 - - although the Baltimore institution had been recommended on other grounds as early as 1939. The chronology of Maryland's community college growth is as follows:

Montgomery Junior College and Hagerstown Junior College, 1946  
Baltimore Junior College, 1947  
Catonsville Community College, Essex Community College,  
Frederick Community College and Harford  
Junior College, 1957  
Prince George's Community College and Charles County  
Junior College, 1958  
Allegany Community College and Anne Arundel Community  
College, 1961

This accounting omits from consideration a public two-year college, St. Mary's College. This college will not be considered in this Report for two reasons: (1) St. Mary's College has for some time been planning to expand into a four-year institution, and (2) the College is not a community-supported institution, but receives its support directly from the State by annual legislative appropriation. The position of St. Mary's College within the State's total system of higher education is at this time, therefore, undefined. Whether this institution should not eventually come under the jurisdiction of the Board of Trustees of the State Colleges assuming its expansion to a four-year program is realized, is a question for consideration by others at a later date.

All of the eleven community colleges in Maryland have been "approved" by the State Board of Education. (The word "accreditation" does not appear in any Maryland State law on the State Board of Education). Only three, however, have been accredited by the Middle States Association of Colleges and Secondary Schools, the recognized regional general accrediting agency for this area: Allegany Community College, Baltimore Junior College, and Montgomery Junior College. It is interesting to note that, while the latter two schools mentioned have been in existence for some time, Allegany Community College has received its regional accreditation in a period of three years. This would seem to indicate that under favorable conditions and with sufficient support, a community college may win accreditation in a period shorter than that which has characterized the experience of most of these institutions in Maryland. It should be pointed out, however, that, contrary to a widespread assumption, regional accreditation is not an absolute requirement for transferability of credits. This is very important, since the majority of community college students are enrolled in programs designed for transfer to a four-year college or university. As a point of fact, for instance, the University of Maryland exercises its rights as to accepting transfer credits from non-accredited community colleges on a case-by-case basis. Where they are convinced of the soundness of quality of a given course, they will accept its credits in transfer, even if the particular institution involved lacks regional accreditation.

Nevertheless, not all credits are presently transferable, and regional accreditation would go a long way towards assuring that the transfer function of the community colleges was adequately fulfilled. One of the major factors affecting regional accreditation is that of facilities. Maryland Community Colleges differ greatly amongst themselves, as to essential facilities. Some are located on their own campuses in modern up-to-date buildings, with facilities designed expressly for higher education. Others, however, continue to use high school buildings, or other make-shift arrangements designed essentially for sub-college education. At the present time it may be said that about half of the State's community colleges are located on distinctive campuses; the other half operate from facilities intended for other use.

The growth of the community colleges in Maryland has, parallel to their growth across the nation, been considerable. As of October, 1961, Maryland's eleven community colleges had an approximate combined full-time enrollment of 3,400. In that year, these institutions were asked to estimate their comparable enrollment for 1975. Their combined estimate was approximately 17,300, indicating an increase over the period of some 410%. And these estimates are almost certainly too conservative. The October 1964 full-time enrollments for the community colleges totaled almost 6,200. Finally, these figures omit a parallel and equally important growth of part-time enrollments.

Some factors might be read as indicating that this growth will not continue. It is true, for instance, that the establishment of new colleges in previously unserved areas may result in a rapid growth at the beginning, but a tapering off of growth thereafter. It is also true that the wave of college students born in the population peak after World War II are now passing the typical college age. However, growth will most certainly continue to be great. The establishment of community colleges in still unserved areas will bring repetitions of the sharp expansions already felt. The same report which offered the 1975 projections, the Curlett Commission Report, also listed eleven locations in the State as having in 1961 the demographic potential to support new community colleges which did not figure at all in the projections offered. By the middle of the 1980's, Maryland colleges will begin to receive a new burst of expansion of the college-age population, who might be termed "World War II grandchildren", i.e., the children of those persons born in the sharp explosion after that war. Furthermore, these population patterns do not reflect another point made earlier, which is the continually increasing per cent of the population which wishes to attend college. It might also be noted that the President of the University of Maryland has recently mentioned the possibility of the University's restricting its admission to "upper half of high school class" applicants. Needless to say, such a policy would put even greater pressure of numbers upon the community colleges, and indeed is probably dependent upon the ability of these, and the state colleges, to absorb this pressure.

The above material is not presented to provide specific projections of the future of the community college movement. For one thing, more reliable methods of enrollment projection must be found to replace the self-estimates of institutions, as a basis of long-term planning. Even so, however, it is absolutely clear that Maryland's community colleges are going to grow - - in number and in enrollment - - at a substantial rate. The implications of this prospect are now before the Advisory Council for Higher Education in many forms.

One of the more important is that of coordination in the sense of both planning and operation.



### III. Legal Control of Maryland's Community Colleges

The present legal structure for community college coordination and control is as follows. The Advisory Council for Higher Education is charged by law to make advisory recommendations on the development of all elements of higher education in the State. The State Board of Education exercises certain powers of broad control at the state-wide level. As is implied by the name "community" college, the primary responsibility for control of these institutions lies with authorities of the local political subdivision, particularly the local board of education. Under the local boards, the college presidents are responsible for the operation of their institutions. This pattern of authority reflects at once the state-local sharing of community college costs and the sensible administrative model in which administrative specificity increases as one descends in the structure, and broad policy functions increase as one ascends.

#### The Advisory Council

The functions of the Advisory Council involve making studies and recommendations to the governor and legislature, institutions, and the public on all aspects of higher education. This is a policy, rather than administrative function. It is also a form of coordination which involves no powers of control or governance, but is only advisory.

#### The State Board and Department of Education

The State Board of Education operates as a collectivity vis-a-vis higher education. Although the Board does have a two-member subcommittee for higher education, this is an informal arrangement and the subcommittee has no legal powers distinct from the full board.

The State Board of Education is entrusted by law with "general care and supervision of public education" and with all "educational matters affecting the State." (Art. 77, Sec. 2). More specifically, the Board is empowered to prescribe "with and on the advice of the State Superintendent of Schools, rules and regulations for grading and standardizing all public schools....the minimum requirements for issuing all....academic, collegiate, professional or university degrees. No....public or private educational institution [shall] issue any [such] degree without having first obtained the assent of the State Board of Education and approval of said Board of the conditions of entrance, scholarship, and residence upon which such....degree is issued." (Art. 77, Sec. 24)

It is upon Section 24 that the Board's authority over higher education most directly rests. This authority extends, note, not only to community colleges but in law to all institutions offering degrees in the State. Among public institutions of higher learning, however, it is only the community colleges which come under serious scrutiny. This is because all the others have acquired regional accreditation from the Middle States Association and are reviewed by that Association on a ten-year cycle. This is considered a sufficient check for two reasons. First, the Middle States accrediting "team" invariably includes members from Maryland's public higher educational system -- generally from the State Department of Education. Secondly, the Middle States Association grants accreditation according to a series of standards upon which Maryland's own State Standards are based.

It is clear - - from the fact that some community colleges, having been State-approved, are still awaiting Middle States accreditation - - that the latter's requirements are applied more stringently. It is quite reasonable, therefore, that Middle States accreditation be accepted by the State authorities as almost prima facie evidence for continued State approval.

The State Board of Education has adopted a series of "Standards" by which their responsibilities under Article 24 are to be discharged. For community colleges the relevant item is "Maryland Standards for Community and Junior Colleges" (Bylaw 812:1). These Standards, which follow the Middle States pattern, are extremely flexible. For example, the standard for "Physical Plant" reads: "The institution must have a physical plant which enables it to accomplish its stated purposes. The maintenance should be such as to promote the highest standards of learning, health, and personal welfare." The first sentence of this Standard is little more than a tautology; the second is hardly more useful in determining what a school must actually have or do. Other standards are likewise general. Yet this is the only official document upon which the Board can rely in approving institutions to grant degrees.

What has in fact happened is that the function of the State Board of Education has devolved upon its staff in the State Department of Education. As a purely administrative staff document, not adopted by the Board or any other official body, the State Department staff has developed "Administrative Procedures for the Approval and Accreditation of Community Colleges and Junior Colleges in Maryland." This document does provide some greater specificity of standards. It is used by the State Department staff in dealing with local boards of education and college administrators in assisting them to qualify for State approval by the Board. But, to repeat, the more specific standards are not binding upon the Board in their official actions. As a matter of fact, the procedures set forth by the Department are such that, if complied with in advance, the approval of the Board is virtually assured. The role of the Department in approval in short, is to advise the colleges as well as the Board prior to Board action. Approval has never, in fact, been denied to a community college after the college has cooperated with the Department.

Legally, of course, a college might choose to ignore the more specific standards of the State Department and still win Board approval upon its more general standards. In practice, however, the Board acts upon Department reports and recommendations, and no local authorities have chosen to ignore the Department.

It should be noted that approval of community college degrees or certificates may arise more than once in a college's development. Since the programs leading to the degree are subject to review, the addition of any significant new programs may call for an additional approval by the Board. The line between the development of already approved degree programs and the addition of new programs is, however, hazy.

That such haziness does not involve any great difficulty is due largely to the fact that the Department staff attempts to maintain relationships with local authorities and the colleges on a continuing basis. The extent of these relationships is limited, of course, by the resources of the Department, as to staff personnel and time. State Department staff "visits" to the community colleges probably occur at least once a semester. These visits do not involve rigorous investigations of the college's operations. Records are often spot-checked and certain rough "indicators" are checked regularly, (such as patterns of grade-distribution, which often reflect the level of standards of instruction)



but little more can be attempted on a continuing basis given the limited resources of the State Department for this task. The greater part of State Department resources must necessarily be expended in work with new programs and institutions for which approval will be necessary and/or in which the individual local boards of colleges lack the necessary experience to proceed unadvised.

It will be seen from the above, that in reality there exist two distinctive patterns of relationships between the community colleges and state-level educational authorities. The relationship with the State Board of Education is that shared by the community colleges with the educational institutions of the State: it consists of approval by the Board of degree programs. It is a relationship which is not continuous, and does not occupy the Board's attention to a great degree. The other relationship is that of the local institutions to the State Department. This is a more or less continuous relationship, and does involve certain State Department personnel in a significant part of their activities. There is some connection between the Board-relationships and the Department-relationships, for one reason, because the Department serves the Board in all of the latter's activities. But the Department's relationships with the community colleges involve other functions in which the Board does not figure.

Perhaps the most important category of Department functions vis-a-vis the community colleges is that of a wide variety of advisory services, in which the Department's personnel work with the local boards of education and the college authorities in helping them to improve their programs. Although this cannot be seen as totally independent from the Board's function in approving degree programs, this service activity of the Department does in fact have a vitality of its own. Many of the services involve expert advice from the Department upon matters which will not be subject to Board action. They are services requested by the local authorities not because these authorities seek official endorsements, but simply because Department personnel poses a broad range of knowledge and experience which can profit the colleges in the improvement of their programs. In this sense, much of the Department's work involves acting as a "resource" for the college authorities.

In other areas, the Department works with the community colleges independent of the State Board, having been given by law the authority to act in its own right. One example of Department operations independent of the Board stems from the provision in the law that the State Superintendent must approve the initial establishment of any community college by a local board of education. (Art. 77, Sec. 25). These forms of approval are separate from and made upon different bases than the approval of degree programs by the State Board. Other functions of the Department that do not involve Board action include the administration of the State's share of community college support, and the participation of community colleges in projects involving Federal funds, such as in vocational education, library support, and guidance. Although Board action is usually necessary for the State to enter into such federal programs, they are administered thereafter by the Department.

The functions of the State Department in community college activities are exercised through several Department channels. Staff of the Division of Certification and Accreditation are charged with matters of State approval of programs or of the establishment and operations of a college. The Division of

Administration and Finance and the Division of Research and Development handle the State share of support. The Division of Vocational Education administers programs involving community college activities in that area. Guidance programs, and other programs of pupil personnel matters, fall under the Division of Instruction, and library matters under the Division of Library Extension. The situation, clearly, is one of decentralization of control of community college programs within the State Department of Education.

Because of this decentralization of function, it is difficult to estimate the number of professional staff personnel - - or the equivalent in man-hours - - devoted to community college administration. The person most directly involved is the State's Assistant Director of Certification and Accreditation and Supervisor of Teacher and Higher Education, Dr. Harold Reese. His time is largely devoted to community college affairs, but he also has responsibilities elsewhere in higher education. Dr. Howard Bosely is also involved in higher education, but primarily in teacher education. The other Department personnel involved with community college matters devote even more fragmented segments of their time to these affairs.

The fragmentation of community college activities within the State Department is a direct result of the manner in which the community college "system" has come into being, and in which community college programs have developed. Had the system and its programs been created at one time under some unified plan, it would be expected that community college administration would reflect this in terms of structural coherence. In fact, the individual institutions have been established only over a period of some twenty years, and have added to their programs according to local particular needs. Similarly, but from the other direction, programs of federal aid available to the community colleges have also developed piecemeal. As a result of this style of development - - a style which probably has been necessary in any case - - each piece of community college administrative business at the State level has been placed where it seemed appropriate rather than in a central locus of authority concerned with community college matters broadly.

This administrative approach has certain advantages. Since some community college programs are closely related to high school programs - - as in vocational education - - this approach has placed responsibility for administration with personnel knowledgeable in the business concerned. Particularly where facilities or personnel in the schools have been shared with community colleges, this articulation has been sensible and, on balance, has probably promoted development. It is not, on the other hand, without serious disadvantages.

An individual staff member of the Department who administers programs for both high schools and community colleges will generally tend to merge the two somewhat in his work and thinking. The solutions acceptable for problems on one level may too easily be prescribed for the other. The distinctive goals of the two levels are often not fully enough appreciated. These are general propositions. If asked, a given individual in such a position as just described will likely deny any failure to perceive distinctiveness. In some cases, this may well be true. But the fact remains that in general, administrative integration leads towards functional and attitudinal integration. And, with even greater certainty it can be asserted that, even if the administrator himself maintains the proper the proper distinctiveness between the two spheres, others observing his activities and the overlapping spheres with which he works will tend to assume a lack of distinctiveness, and perhaps even assume a unity of the spheres. Just as administrative integration leads to an integration of external images.

## Local Authorities

At some length, we have explored the function of the State Board and Department of Education in the community college area. We have seen that these functions are only minimally administrative or governing and consist in greater part of advisory or resource functions. All the remaining functions which enter into the structure of administration of the community colleges are founded at the local level, either in the local board of community college trustees or in the college administration under the president.

In all instances in Maryland, the local board of college trustees is identical in membership to that of the local board of education. In most instances, separate minutes are kept for meetings under each aegis, and the boards often adjourn as one legal entity and convene as the other to consider the respective business of each. Much is often made of this legal and ceremonial separation, as though to imply that by two bangs of a gavel a group can alter its character. This is not only a trivial observation, but also an incorrect one. For all practical purposes, the local board of trustees is the same as the Board of Education, with both the advantages and disadvantages attendant thereto.

In all community college counties (perhaps except one) the local board is supported on community matters by a distinct advisory committee for each college made up of lay citizens appointed by the local board. These advisory committees are generally supposed to work with the college and the local board in considering the problems of the college. They have not been noticeably strong institutions, however. In many cases, they operate essentially as public relations and fund raising agencies, touching lightly if at all the operations of the college or the board. Often composed of "prominent citizens", they often are even less well versed in matters of higher education and community colleges than the lay boards of education. In one county, the committee is required to meet only once a year, and although in fact they meet more frequently, this provision is somewhat indicative of their limited role. One observer summarized one advisory committee in terms of its importance to the college's operations as: "Zero." Others have been more charitable in their evaluations, but a general feeling exists that as presently constituted and empowered (if that is the word) the advisory committees simply do not possess significant influence.

Probably the most important link in the handling of community college matters is that between the local superintendent and the college president. (In the county with two colleges, this link is supplemented by a special group consisting of the superintendent and the two presidents). It is through the superintendent that the college president finds his most effective channel to the board, and, vice versa, from the board to the college. This relationship, and indeed the relationship of the whole board to the college, should not in its ideal form be seen as a power relationship. The attempt of the superintendent to dominate his president, or the converse, will inevitably bring about a weakening disharmony. The interplay is, or should be much more subtle than a power relationship permits. While it is true that one of the board's powers is to hire, and dismiss, the college president, the latter derives a great deal from the fact that he has been retained as an expert in his work, and consequently has a professional background in higher education likely to be superior to that of any other

county authority. And, even if the president's background is not clearly of this description, he will nevertheless soon acquire in his work a knowledge of the college's operations sufficient to command respect. Therefore, the college president, while admittedly an employee of the local board, must still maintain a position of leadership of the college and, indeed, a position of leadership vis-a-vis the local board of trustees. While much depends upon personal relationships in this structure, harmonious cooperation of the president, superintendent, and board is a sine qua non for effective college operations.

The nature of this necessary relationship has serious implications for administrative control of the colleges. By law, the president is subject in many particulars to the control of his board. In addition to being employed by the board, the president must have board approval for the employment and dismissal of his own college faculty and staff. The board has also the power to approve tuition fees and the college's curricula. In practice, however, the board must rely upon the professional advice of the president, who in turn often relies upon his faculty and staff for the development of particular programs.

The law is very general where it sets forth the powers of the local board of trustees, and also provides that the president "shall be responsible for the conduct of the college and for the administration and supervision of its departments," (Art. 77, Sec. 300). The particular relationship between the president and the board is left to the later accomodation of both. And so it must be. No statute can wisely spell out the specific elements of so intricate and subtle a relationship, and none should attempt it. The boards are left the power to adopt such by-laws, as they deem advisable for further definition of this relationship, and such by-laws, at least, can be altered by the board as necessity or convenience dictate.

#### IV. Alternatives for Change

From a variety of sources, statements have been recently forthcoming urging that changes be made in the present structure by which Maryland's community colleges are governed. There are only three general arguments which can possibly justify change. It must be argued that - -

- (1) Maryland's community colleges are sub-standard in important particulars; or alternatively that
- (2) Maryland's community colleges will soon become sub-standard, under increasing pressures for their growth and development; and, as an essential contention, that
- (3) These deficiencies can be rectified to some degree by administrative changes.

The present study does not attempt to offer any rigorous evaluation of the present level-of-quality of the State's community colleges. It has already been noted that only three of the eleven such institutions have received regional accreditation, and that not all community college academic credits are accepted for transfer to the University of Maryland and elsewhere. Yet despite this, community college graduates have an excellent record of success in their continuing education.



But it is also true that a greater number of those entering community colleges fail to graduate from them. These observations, however, provide only the roughest sort of indication of the quality of these institutions. Presumably, those who urge changes have already determined to their own satisfaction that such changes are warranted in terms of the quality of community college education. The intent of the remainder of this study, then, is to set forth some of the alternatives that might be considered by the Advisory Council, and the implications, in terms of advantages and disadvantages, of each.

### State Versus Local Authority

The present balance of authority between the State and local authorities with respect to community colleges is one of limited or qualified localism. The State authorities are empowered essentially to set the parameters of community college operations - - although these authorities do provide many services in addition to exercising "power." Direct control of the colleges as to policy and administration lies essentially with the local authorities.

It is difficult to see how Maryland could move towards any greater autonomy for the local authorities, without giving up the right to approve college programs. Since this power is not peculiar to community colleges, but is exercised over all degree-granting or fee-charging educational institutions, it is not feasible to consider this alternative for community colleges alone.

It is, on the other hand, possible to envisage several areas in which the State could exercise a greater degree of control over the community colleges, with a corresponding reduction in local autonomy. Broad educational policies might be established at the State-level for all community colleges. These might include, for example, standard tuition and fee structures, or standard admissions policies. Faculty salaries might be placed on a standard basis. State-level coordination of programs might be undertaken, so that unnecessary duplication of offerings might be minimized. Arrangements might be adopted by which students from one county could enroll in the college of a different county without exceptional cost. Or, reciprocity might be established so that a student enrolled in one college might take courses at another. A very significant step would be to institute a unified - - or perhaps only a coordinated - - budget for all community colleges.

All of these State-level activities could be approached on either a mandatory or a voluntary basis. No one approach would be necessarily correct for all of the functions suggested. Broad policies could probably be worked out between the colleges on a voluntary basis, as might programs of reciprocity. Standard salary or tuition scales, however, might require the governing intervention of some State-level authority to be effective; for one thing, some form of equalization support might be necessary, if poor and rich counties are to have approximately equivalent institutions. A unified or coordinated budget, finally, would be very difficult to establish without a State-level agency possessed of governing powers.

It would not be necessary, of course, for different State-level agencies to be established to exercise the different levels of power (i.e., voluntary, permissive, mandatory): a single agency might be given powers of varying degrees over different functions.

It must be realized that the establishment of a State-level agency with significant powers of governance or administration would involve a definite shift in the nature of the community college enterprise in Maryland. To the degree that these colleges are to be in fact "community" colleges, some real authority should be left at the local level. It might be argued, of course, that these colleges need be community colleges only insofar as they serve local communities; but that this does not necessitate local control. In theory, locally-oriented colleges might perhaps be non-locally controlled. In practice, however, the best way to assure that an institution be and remain responsive to local needs is to involve it in local control, if only partially. Unless the present concept of Maryland's community colleges is to be abandoned, shifts of control towards the State must be somewhat cautious.

In reflecting upon the alternatives open to Maryland in determining the future of its community colleges, it is appropriate not only to present internal analysis of each pattern, but also to investigate these patterns as adopted by other states. Certain cautions, however, are in order. First, rapid and complex change presently characterizes the development of the community college movement across the nation. In many cases, patterns of organization have been seriously altered in the very recent past, or are being altered right now. Consequently, data obtained from publications from these states or from other sources may already be out of date. Attempts have been, however, to obtain the most recent available information, and it is hoped that obsolescence of information has been kept to a minimum. Even so, it is clear that much can be learned from examples of other states, even if changes have recently occurred. The precise accuracy of examples cited is not, therefore, absolutely necessary to support the points made. Secondly, it must be understood that the experiences of any other state in organizing community colleges cannot be of absolute relevance to Maryland, since the difference between states - - as to goals, resources, conditions, development of other institutions, etc.-- make any comparison conditional. Finally, it must be realized that public two-year colleges in other states may differ considerably as to educational function from Maryland's community colleges. In some states, they are basically vocational-technical centers; in others, they are primarily academic. In some they operate as secondary school extensions; in others as independent college units. Where possible, important differences between the community colleges of Maryland and those of other states will be indicated. Not all particulars can be investigated, however. Consequently, the reader should be constantly aware of the fact that comparisons with other states are useful but not, in themselves, conclusive evidence of the best approach for Maryland.

Outside of Maryland, by far the majority of public two-year colleges are subject to local boards of control, whether or not there exist State-level agencies as well. In some states, two-year college control is entirely at the State level: Alaska, Alabama, Arkansas, Connecticut, Georgia, Hawaii, Indiana, Louisiana, Maine, New Hampshire, New Mexico, some in New York, Utah, Virginia, West Virginia, and some in Wisconsin. In Massachusetts, plans are underway to place former municipal colleges under full state control. In some of these states, local control is not practical because the local governing units do not possess sufficient strength or vitality to operate colleges. Particularly in New England, counties are insignificant as governing units, if they exist at all: Connecticut, Maine, New Hampshire, and Massachusetts.

In some other states, public two-year colleges are essentially extensions of the state university: Alaska, Hawaii, Indiana, Kentucky, Ohio, and some of the two-year institutions in Pennsylvania, West Virginia, and Wisconsin. Many of these

extension centers are essentially transfer institutions, with little or no offerings of a technical-vocational terminal nature. Such a transfer-only approach is, of course, foreign to the character of Maryland's community colleges. But an additional consideration exists which makes this pattern irrelevant to Maryland's situation. Maryland has determined that its higher educational needs will be best served by a tri-partite structure of institutions: the University, the State colleges, and the community colleges. The incorporation of any of these segments under the authority controlling another would necessarily upset this arrangement, and move towards a monolithic structure which Maryland has rejected. There seems to be little cause to reconsider the validity of this tri-partism: in other states, the control of two-year colleges by a state university has found increasing disfavor for a variety of compelling reasons. Ohio, for example, has recently determined that in the future, community colleges with significant local control shall be developed outside the university system.

In yet other states, many public two-year institutions of an almost purely technical-vocational nature exist without local controlling authorities; Alabama, Connecticut, Utah, inter alia. These, however, are hardly useful examples as far as the community college concept is concerned, and they will not be investigated further.

On balance, it would seem that Maryland is in a position to consider a somewhat greater degree of State-level authority vis-a-vis its community colleges, but that anything approximating State domination would be inappropriate. Maryland's community colleges have developed thus far through a cooperative relationship between State and local authorities, and to disrupt this relationship by abolishing or severely diminishing local authority would seem unwise. The observations of other states seem to show that no state in Maryland's position as to community colleges, or with Maryland's philosophy of community colleges, has successfully moved to a pattern of state domination to the exclusion of local authorities.

A factor which is often raised as supporting greater State control of Maryland's community colleges is that of State support. This support presently extends to 33% of operating costs and 50% of capital costs, although there is a statutory dollar-ceiling on the operating cost share-per-student. It is pointed out that these shares may have to be increased in the future, if the colleges are to operate up to the standards desired of them without raising their student charges to an unfortunate and prohibitive level. (Student tuition charges are already higher at many community colleges than at some four-year State institutions.) It is argued that increased State sharing of costs will necessitate increased State control. This is a specious contention if strictly interpreted. While funding is often a way of gaining control, the pertinent question is not "who pays" but rather "who can best control". This distinction is widely recognized in other spheres of public enterprise: the fact the U. S. Congress sets the salaries and expenses of the executive, the judiciary, the military, etc., does not give Congress the right to dictate the decisions to be made by these other authorities. It does, admittedly, permit Congress to exercise a certain limiting control, but on the parameters of operation. If support factors demand that greater State support of community colleges be undertaken, so be it; this may, and indeed does, justify the exercise of broad parameter control by the State. But to demand a strict correlation between funding and administrative control misunderstands the nature of desirable administrative practice. Control should be lodged where it can operate most effectively.



Beyond the idea of increased State control of community colleges, there is an important area to be investigated in terms of State services. Since increases in State governing control should be cautious, this area is particularly important in defining desirable changes in the present functions of State-level authorities. Among the services which can best be provided at the State level, are those of research, guidance, and information. No single local authority is in a position to conduct serious research of substantial breadth for the community colleges. Nor are sufficient research personnel available to many local authorities. The same is true of guidance functions, which should be seen broadly, so as to include particularly a more effective articulation between the high schools, the community colleges, and four-year institutions. Since in many respects these relationships transcend county lines, State-level operations would be highly desirable. The same is true of information functions. These are of two sorts: communication within the educational system and communication with the public and with non-educational governmental agencies. These also presuppose activities transcending county lines. Very important in this activity is the need of the community colleges to develop a stronger positive image, a task manifestly suited to State-level as well as local activity.

These and other service activities that might be undertaken at the State level involve only to a small degree functions that could be termed governing or administrative. They are, to repeat, service functions. Taken together with administrative functions, they compose a complex of functions which can best be termed "coordinating." Some coordinating activities would clearly cut across functions now performed by local authorities. If these can be performed more effectively at the State level, this shift would be acceptable. But a great number of these coordinating functions do not at all involve a lessening of local authority. Rather, they would complement local authorities in a more effective operation of their community colleges. If Maryland is to move at all towards greater State involvement with community colleges, it is desirable that the State authorities concerned should see their new functions as coordinating - - neither wholly governing nor wholly service, but a prudent balance of the two. The wisest immediate approach - - consistent with the dictates of caution and continuity - - would be to establish increased State activities primarily in non-governing areas. As the system develops, other functions could be added gradually as experience dictates. But for the present, a coordinating agency with largely service-oriented functions would serve the purpose of "getting something started", without at the same time throttling local initiative and activity.

### The Local Authority

At present, the local governing authorities for Maryland's community colleges are the local boards of education, sitting as boards of college trustees. In considering alternatives to this arrangement, there is but one basic pattern available: boards could be established for the colleges independent of the local boards of education. There are, however, various patterns which would effect a balance between the present system and the establishment of independent college boards.

Nationally, the trend is definitely away from the establishment of college governing boards which are at the same time the governing boards for the elementary-secondary complex of public education. Very few integrated boards have been established in recent years. There are two basic reasons for this trend. First, the workload upon integrated boards has grown in recent years to such an extent that a division of the load through a division of authority has been sought. Second, great concern has been evinced for the independence

of the community colleges, lest they be mere appendages of the K-12 public school system. It is pointed out that the problems of a community college are often more dissimilar than they are similar to those of a K-12 system, which both in practical terms and in terms of image suggests independent college boards.

In Maryland, the situation from one college to another differs considerably. So, apparently, do the opinions of the local college authorities, both on the boards of trustees and in the college administrations. In Baltimore county, for one example, the President of the Board of Education has indicated an eagerness that the Board be relieved of its responsibilities for that County's two community colleges. Although it is believed that some others on that Board are of a like mind, this is not an official Board position as yet. It does, however, indicate that in at least one large school system, an integrated board can find itself overly burdened. In some other counties, on the other hand, the local boards are quite explicit in their desires to retain community college control.

There are a number of broad reasons for the retention of an integrated board system on the local level. For one thing, in the smaller systems, the work-load of the local board may well be within control. In fact, the board's activities vis-a-vis the community colleges may be too limited to occupy an independent board and staff. Also a factor is the continuance of some community colleges utilizing high school facilities. While this goes against the grain of the modern community college movement, it is often dictated by the necessities of limited local resources. And, in certain respects, it may have further immediate advantages. In smaller school systems, for instance, the establishment of expensive technical-vocational facilities might not be feasible in both high schools and the community college. By sharing these specialized facilities between the high school and the college, maximum efficiency may be realized. The same argument might be applied to library, lunchroom, athletic, and other facilities.

These are convincing points, but they do assume that the community colleges described are of a somewhat smallish size. It would certainly be reasonable to expect, for instance, that a thousand full-time students in a community college would necessitate a separate library, gym, technical-vocational plant, and so on. In fact, separate facilities become a not unreasonable expectation even as a college passes an enrollment of five hundred full-time students, and, certainly, part-time enrollment must be considered since these students also need such facilities. The most important factor, it would seem, in determining the benefits of integrated facilities is that of the college size. Consequently, college size is very relevant to the question of integrated agencies of control.

The state of development of a community college is also relevant to questions of local control on other grounds than facilities. As a college grows, it will of necessity encounter more and more problems which should be considered by authorities specially versed in college - as distinct from high school - operations. Specialized staff - administrative, guidance, research, and even clerical - will also become more important as a system grows. Such staff could, admittedly, be employed as a special section of the regular county department of education, but they will still, under an integrated board, be responsible to board members who were only partially concerned with college matters.

Given these general considerations, it is still difficult to evaluate the position of Maryland's community colleges. To repeat, the situation differs across the State. There have not been a great number of complaints from those involved with the community colleges demanding separate boards of control. (One thought that should not be taken as indicating repressive attitudes on anyone's part is that neither the local boards nor their employees in the colleges could be expected to create too great a stir over the present arrangement.) On the other hand, there have been statements from a number of local authorities to the effect that they would not welcome the creation of separate boards. Convincing arguments are put forth in support of this position, generally based upon the necessity of effective personal relationships between the board members, the superintendents, and the college administrators. As was pointed out earlier, the relationship between the superintendent and the college president is both very important to an effective college operation and very difficult to legislate. These relationships have been built up over time, and their disruption is not to be approached casually.

Perhaps there is no one approach which will best serve for all local systems. With the above stated principle that the size of the local school system and of the community college is of great relevance to any decision, it might be sensible to leave the question of what local agency is to control a given community college to local determination. One exception to this approach - - and that a limited exception - - might be made for any community college which is in fact a regional college, serving and supported by more than a single local political subdivision. In such an instance, it will be necessary to create a governing board which is not identical in make-up to any local board of education. This will offer an opportunity to experiment with a college board whose only function is that of governing an element of higher education. The experiences of such a board would certainly be relevant to later decisions concerning colleges within one county.

In leaving to local authorities the option as to the governing agency for a college, there are certain other possibilities to be considered. For one thing, even if a local board of education were to continue to operate as a board of college trustees, it would be desirable to insist upon the development of staff-support distinct from the K-12 staff of the school system. Certainly this would be important in terms of the distinctive professional skills which are becoming increasingly important in the administration of higher education.

As another refinement, the present ineffective college advisory committees might be strengthened to provide a real force concerned distinctly with the colleges. It is doubtful that this could be accomplished unless these committees were statutorily given certain specific functions, although not necessarily governing, to perform in the local college operational structure. It might also be wise to arrange for the appointment of these advisory committees by some other power than the local board. The present appointment system makes it more difficult for the committee to develop any independent influence in its own right. So as not to break present continuity entirely, though, it might be provided that these committees be appointed cooperatively by, for example, the local boards and State authorities, one nominating a list from which the other appoints. The State authorities referred to might be either the Governor or the State agency responsible for community colleges.

If a local political unit determined that its situation warranted the creation of an independent college board of trustees - - which might be either one or two boards in a county with two colleges - - advisory committees would be unnecessary. But any such independent agency should be appointed with at least the involvement of other authorities than the local board of education. Again, appointment cooperatively between the local school board and State authorities would serve to provide the necessary distinctiveness and independence. The terms of office should be overlapping, probably of the same length as the local board of education members. Finally, any independent college governing board should have a staff of its own, even though the college board and staff will need to cooperate on certain matters with the K-12 board and staff. Unless an independent college board staff is set up responsible to the college board, the regular county school staff will be in the untenable position of serving two masters.

Ultimately, of course, the responsibility for community college operations lies with each college president. No changes should be undertaken - - nor, apparently, have any been suggested - - to limit the president's authority in any system. The alternatives suggested above, indeed, look to the strengthening of the president's role, by increasing the community college orientation of the local authorities.

### State Authorities

It has been suggested that if authority for community colleges on the local level remains with the present boards of education, then the same must hold for the State level. It is suggested, in support of this contention, that (1) the same factors relating to authority apply to both local and State organization and (2) the state Board and Department of Education are already natural partners with local boards of education. These arguments are somewhat persuasive but by no means completely so.

The functions to be exercised by a State authority for community colleges have been discussed already in general terms. They amount to "coordination". The functions of the local boards for community colleges are quite different, amounting to governance. Consequently, there is no necessary identity between the most appropriate approach at the local level and that at the State level. Furthermore, it has been noted that the size and stage of development of the community college in a given county should be an important factor in determining the appropriate location of local authority. At the State level, by contrast, these factors are known: Maryland's community colleges already constitute a considerable enterprise as part of the State's higher educational system, and promise to become even greater. As to the "partnership" problem, it must be admitted that the State-local relationship is well fixed in terms of elementary and secondary schools. That it is equally developed with respect to community colleges is very doubtful. In fact, the activities of the State Board and Department of Education in the community college area have been, as was investigated above, both fragmented and limited. It hardly would seem impossible or prohibitively difficult to develop alternative relationships if these should be dictated by other considerations.

It is widely felt that some changes must be undertaken quite soon in the present pattern of State-level community college supervision. Some urge the expansion of the present system - - that is under the State Board through the State Department - - while others urge other alternatives. Certain theoretical alterna-



tives can be disposed of handily. We have already noted that a number of states rest state-level authority for community colleges with the board of a four-year state university. And we have already suggested that this approach is at odds with Maryland's determination to maintain a tri-partite structure to its system of public higher education. Another pattern which has been developed elsewhere - - and which is finding increasing favor elsewhere - - is the coordination of community colleges under a super-board responsible for all of higher education. This approach might be reconciled with a tri-partite structure, but it is in direct conflict with another Maryland principle, viz. that system-wide agencies for higher education shall be advisory, and that authority shall otherwise rest with separate agencies over each of the State's three segments. The super-board approach - - as in Connecticut, Georgia, Iowa, New Mexico, New York, North Dakota, Ohio, Oklahoma, and Rhode Island - - would necessitate the relocation of control of not only the community colleges but the University of Maryland and the state colleges. This is a prospect which must be seen as irrelevant to the present investigation.

It should be noted, also, that the relocation of the present power of the State Board of Education to approve all institutions of higher education is equally beyond the reach of present considerations. Unless a super-board for higher education were to be established, this approval function should continue to remain with the State Board, which is the single agency with a sufficiently broad legal scope to exercise it. This is an important distinction. In posing alternatives, it must be understood that only the coordinating functions of a State-level agency are involved.

In a majority of States, the supervision of community colleges from a State-wide perspective is entrusted to the State Board of Education or the state superintendent or department of education. This pattern, it should be noted, is still the most frequent by count, but it is also decreasingly influential. The trend is definitely toward the separation of the community colleges from the K-12 authorities on the state, as well as the local level: Arizona, Illinois, Massachusetts, Minnesota, Mississippi, Nebraska, Wyoming, the first four states named having shifted only in the last few years. No state has recently moved from an independent community college state agency towards integrated control under K-12 authorities.

As to the alternative of leaving community college authority with the State Board and Department of Education, review of the following points is of relevance: (1) The Board's powers of college approval are not at issue - - they would remain in any case; (2) the present activities outside of approval lie with the Department rather than the Board, and involve a number of non-governing functions and services; (3) these activities are fragmented within the Department, resting in several different Divisions; (4) there are presently several important functions which might be undertaken by State-level authorities which are not now performed by any authorities; (5) there are certain other functions now performed, if at all, by local authorities, which might be considered for performance at the State level; (6) as presently constituted and staffed, the Department of Education is hard-pressed to keep up even with those activities on behalf of community colleges which it had undertaken to perform.

It would seem that if the State-level authority for community colleges is to remain with the State Board and Department, it will be desirable to strengthen their operations in this area. One suggestion which merits consideration is the creation of a new State Department division for higher education. This was recommended in the Curlett Report of 1962, and would not seem to be at odds with State Board thinking. But to be useful, such a division ought to become involved in a far broader range of activities and services than are presently undertaken by the State Department. Such a Division should be structured to bring together the presently fragmented community college activities of the State Department. It is not, in other words, just a matter of reorganization. Perhaps even the greater part of the activities of a new State Department division would be new to the Department. This raises the question of whether an entirely new agency, independent of the present Board and Department, might not be considered.

The pattern of community college control under state boards and departments of education, as might be expected, has worked better in some states than in others. (It is, of course, difficult to determine whether the experience of a given state is due to matters of administration or to other considerations, such as insufficient public support. Educational administrators dislike criticizing themselves or each other in public or in print.) In some states - - such as Kansas and Colorado - - which have not yet developed significant community college systems, control has remained with the State Board of Education. But another state just entering the community college movement in a significant way, Arizona, has chosen to begin with an independent agency to oversee development. California, the state with the greatest junior college development, presently rests state-level authority with the state board of education, but changes are now being considered, probably to the creation of a separate state agency for junior colleges. New York, another state with a considerable community college system, rests control not with the state department of education, but a special super-board for higher education. Illinois' new master plan calls for a separate state board for community colleges, as does Minnesota's. Pennsylvania and Texas, among states in an intermediate stage of community college growth, are now considering changes, probably likewise to an independent community college agency. This activity in the direction of the creation of independent community college agencies at the state level is difficult to ignore.

On the other hand, both the Florida and Washington State Departments of Education have been remarkably successful in promoting a sound community college system in those states. Both states operate through community college divisions of their State Departments, which have provided the necessary professional competence for a meaningful operation. It should be mentioned, however, that in both of these states, the community college divisions gained positions of importance within their respective state departments only through a good deal of pushing and shoving with other established divisions. The success of this arrangement has been due in no small measure to the personal professional competence of the Florida and Washington Directors for community colleges, particularly Dr. D. Grant Morrison (now with the Office of Education) and Florida's Dr. J. L. Wattenbarger, both of whom are very highly regarded throughout the country for their work with community colleges. It is very difficult, therefore, to make rigorous comparisons between the Florida-Washington experience and Maryland's situation. But this is certainly not to deny that Maryland has available to it individuals capable of undertaking a similar task on behalf of its community colleges.

The experiences of other states with separate boards for community colleges are also somewhat inconclusive for Maryland. For one thing, because the shifts to this pattern - - which do constitute a definite trend - - have been fairly recent, it is difficult to evaluate the workings of this pattern in many states. The only state with a long period of experience under this pattern is Wyoming, but for other reasons that experience is of limited relevance to Maryland. Wyoming has only a small system of higher education, due to its small population: one university and a half dozen or so community colleges. Furthermore, and crucially, the Wyoming Community College Commission was intentionally structured to limit its vitality and certainly its authority, both vis-a-vis the community colleges and vis-a-vis other educational institutions. It has almost entirely an ex officio membership, with representatives of the State University, the State Department of Education, and the individual community colleges, inter alia. Each member of the Commission, in short, has an overriding commitment to some other educational institution than the Commission. It is very difficult for such a body to operate meaningfully outside of those few non-controversial areas where near-unanimity is possible. Furthermore, the Commission's statutory powers were intentionally minimized, and constitute very little more than approaches to voluntary cooperation between the colleges and with the University. Given a higher educational system such as Wyoming's, domination by the University is probably inevitable. The Wyoming Community College Commission certainly is not structured to stand in the way of this expectation. But this example is hardly relevant to Maryland, with its assumptions of a legitimate tri-partism.

In other states, the pattern of an independent community college board has been implemented with a greater concern for the board's authority. Membership is typically lay - - that is, the members are not ex officio representatives of institutions - - and this in itself gives the boards a certain ability to make meaningful decisions and operate in their own right, rather than in a quasi-voluntaristic mode. Even a board consisting of community college representatives only will be weaker than a lay board in this respect: boards of college presidents, for example, almost inevitably adopt an understanding that nothing will be undertaken unless all agree. The newer boards in most states adopting the separate-agency pattern have generally been given some important statutory functions. The new Illinois Board of Junior College Education, for example, has the responsibility for the approval of program modifications and additions and of state participation in financial support. The Illinois plan will retain a good deal of local authority over community colleges, but the State-level agency will not be devoid of meaningful authority.

But, to repeat, it is difficult to draw any final conclusions from the examples of these newer boards due to their being only recently established. The prognosis coming from these states, however, is favorable.

Three analytical concepts might be considered in attempting to weigh the pattern of State Board and Department of Education authority against the pattern of a separate State agency for community colleges. These are the elements of articulation, conflict, and image.



The present structure of State-level authority over the community colleges involves a high degree of integration of community college matters with K-12 matters, through a single Board of Education and a Department of Education in which no separate division deals with the community colleges. As has been discussed above, community college articulation with the K-12 system at the local level has certain definite advantages in view of the sharing of resources. Particularly in counties with less resources, this may be important. At the State level similar arguments can be made with some validity, particularly in terms of personnel. High school vocational programs have much in common with community college vocational programs not only in terms of facilities, but in terms of administrative problems, funding sources, etc. It is consequently reasonable to think that such programs might be supervised for both high schools and community colleges by the same agency. Or, failing this, it would be reasonable to urge that the administering agencies have strong articulation through quick and easy access to one another. The same arguments apply, although probably with less force, to areas of guidance, libraries, buildings, etc. It is also true that the role of the community college as an "open door" institution makes desirable a close working relationship between high schools and the colleges, since many community college students are "marginal" students in terms of higher education. More than the University or State colleges, community colleges should work with the high schools in areas of guidance and admissions.

Strong articulation is one argument for the integration of community college agencies with K-12 agencies, but at the State level there are considerations in the opposite direction which do not exist at the local level. It is at the State level that articulation can best be established between the community colleges and the other elements of the higher educational structure. This form of articulation would probably be best realized through a State agency separate from the K-12 system, since such an agency would be entirely devoted to matters in the realm of higher education of which the community colleges are a part. Ideally, though, there is no reason why a new State Department division for higher education might not develop for community colleges an upwards articulation as well as a downwards articulation with the K-12 area.

If considerations of articulation (which might also be termed cooperation) lead towards a strengthening of the present pattern of State-level community college coordination, the concept of conflict has an opposite thrust. At present, the State funds for community colleges are placed in the budget of the State Board of Education. Where funds are not unlimited - - which certainly applies to educational funds - - there is bound to be conflict among competing areas for the "lion's share." Within an integrated system, it is difficult to imagine the community colleges becoming the "lion." It is only natural that an agency whose primary work is in the K-12 area will give this greater consideration in the division of resources. (This assertion will undoubtedly be denied by State Board partisans, who will, of course, insist that their budgets are determined strictly on the merits and needs of each area. To persons familiar with the workings of administrative systems, however, any pretension that cooperation excludes competition is transparent.) The establishment of an independent State agency for community colleges will not, of course, eliminate conflict and competition, especially for funds. But it will raise such conflict out of a closed system, and place it before budget authorities and legislators who should not be committed to one element of education above another. (Again, it will be insisted that budget experts and legislators may have their biases as well. True. But at least these biases are not a natural derivative of

their positions, and are therefore more susceptible to change.) The resolution of conflicts by intra-agency negotiations will be quieter than their resolution between competing agencies. But in the latter situation, the competing agencies will at least have an equal standing in the dispute; and it is this, really, which should lead towards the consideration of requests strictly on needs and merits.

On the other hand, it can be seriously questioned whether a new and separate State community college agency would be able to deal on a basis of equal strength with the University of Maryland and, perhaps, the State colleges. Within the Department of Education, a community college division could rely on considerable support -- in prestige, resources, and established access to Annapolis -- if conflicts arose with other elements of higher education. A new separate agency would probably have to develop its own resources if it were to compete with these elements. But even this idea cuts two ways. Although perhaps weaker in its earlier days, an independent agency might well outstrip in power the alternative of a State Department agency, after it had become firmly established. This is also a matter of "image."

One of the most frequently evinced concerns of community college educators is over the matter of "image". The community college, admittedly, has had a hard row to hoe, in developing a favorable image of itself with the public and even with other governmental agencies. Partly because of unrestrictive admissions policies, they have been thought of in many states as lesser members of the higher educational system. This has been exacerbated by the continuance of their bonds to the K-12 school system. Too often, they are seen as only the 13th and 14th grades of high school. Similarly, their emphasis on technical-vocational terminal programs has created an image of them as trade schools, which is to many even worse than the 13th-14th grade image.

Because so many factors enter into the creation of an image, it is not possible to relate with absolute certainty the image of community colleges in other states to their administrative structure. Patterns of administration are certainly less important than factors of support, for example, in molding an image. The community college image in California and Florida has developed positively under the tutelage of state departments of education. In other states, it has suffered under this pattern of organization. It would seem, however, that the decision to create an independent state authority for community colleges is often influenced by desires to establish a more favorable image. Most important seems to be the feeling that the separation of the community colleges from the K-12 system is a prerequisite for the entrance of these institutions into the "fraternity" of higher education. Although the accuracy of this contention is hard to demonstrate conclusively, it is a very widely shared opinion among community college educators. The frequent reference is to the establishment of the community college as a "peer partner" with other elements of higher education.

That a more favorable image might be realized by the creation of an independent state authority for community colleges seems reasonable; probably, however, administrative structure is a secondary consideration. If adequate support is forthcoming for community colleges, their image should necessarily improve. The question, then, harks back to our previous discussion of problems of conflict. If an independent agency is better equipped to compete with other educational institutions -- and even with other governmental enterprises -- for support, then this will not only aid the colleges immediately, but also improve their image. And, in turn, an improvement in image will strengthen the competitive potential of the community college agency. But this demands that such an agency begin with the benefit of a sound internal structure and

meaningful statutory authority. Without these, a State Department division would certainly be the stronger choice for promoting the community college movement in Maryland.

#### Structure of a State-level Authority

If the State-level for community colleges remains with the State Board and Department of Education, it would seem desirable that certain changes be made to facilitate a sound operation. The creation of a new State Department Division for Higher Education has been suggested. Such a division would probably have two sets of functions. It would serve the State Board in their continuing role of approving higher educational institutions in Maryland. This would apply to all such institutions, and might therefore justify the title of "Division of Higher Education." The work of the State Department on teacher education might fall to this new division, but might better be retained under the present division which administers teacher certification. The bulk of the new divisions functions might well be in the community college area, and might also suggest, therefore, the title of "Division of Junior Community Colleges" as being a more accurate reflection of the division's activities.

Such a division might be staffed to deal with community colleges by the inclusion of an Assistant Director for Community Colleges (unless the division were itself titled as a community college division) and staff personnel trained in areas of community college activity. The technical-vocational work of the community colleges might warrant a staff member versed in that field, and also in the appropriate Federal programs. Of course, specialists in curricula, finance, administration, and so on would be needed, although one individual staff member might well work in more than one area, depending on work load. A research specialist in higher education or community colleges would also be desirable. The point is that, while articulation with members of other State Department divisions would be very important to a new community college division, it cannot replace the need for professional staff specialists specifically located in the new division. The present fragmentation of State Department community college functions should be alleviated by the creation of a new division. In many respects, a "weak-sister" division for community colleges in the State Department might be worse than the present system; although ineffective, its very existence would discourage other remedies outside the State Department.

As to the Board of Education, it is difficult to see how its structure could sensibly be altered to improve its community college operations. It might be required to adjourn and convene as a legally independent agency - as it used to do to govern the State Teacher's Colleges. But this is largely meaningless. It might be required to meet on separate occasions for community college matters, which, at least, would assure the devotion of some time to them. (Under an adjourn-convene technique, the time devoted to community colleges would still be determined in most cases according to the K-12 workload.)

The establishment of a separate budget request, with separate Board hearings and budget agency hearings, and separate legislative consideration, might cut down on money competition between K-12 and community college areas. But the separation would have to be a real, and not just a paper, fact.

A State advisory board for community colleges might be established to advise the State Board of Education. However, as discussed with reference to local authorities, such a board should be appointed independently of the State Board of Education, and have distinct statutory functions (if perhaps not powers). The members of such an advisory board should not be representatives of institutions, but should be laymen of both prestige and knowledge of community college activities. An advisory board made up, for example, of community college presidents might be slow to make recommendations upon which some of their members were unagreed, or which cut into their own freedoms. It would also have staff support, and this should not be the same staff that serves the State Board. If an independent staff - - even of limited size - - were not granted, then such an advisory board should have a guaranteed access, in its own right, to the State Department staff for community colleges, and perhaps even to a particular staff member whose assignment was specifically to serve the advisory board. It is well known among students of public administration that few part-time boards or committees can act effectively without, or against, staff operations. If such an advisory board were to have access only to State Department staff (as may be dictated by cost considerations), it should then have in its budget (which should, of course, be independent of the State Board of Education) some funds for outside consultants, research activities, and publications. Only through such means as these could such an advisory board hope to have an effective role in working with the State Board of Education.

If it is determined that an independent State agency should be created to coordinate community colleges, many of the steps to be taken are obvious. Maryland has an established view, which is very sensible, on the appointment, term of office, overlap, etc., of such boards. Again, and as pointed out elsewhere, lay boards are stronger than representative boards. Nevertheless, it might be desirable to include the State Superintendent of Schools ex officio. Also, the formation of some sort of community college "presidents' council" as an informal advisor to the new agency might be warranted. In any case, of course, the new State agency would have to work closely with the individual colleges, as well as their local governing boards. The board would have to employ a professional director and staff personnel appropriate to its functions. Since some members of the State Department of Education have already considerable experience in community college matters, consultation with them as to the new staffing would be very much in order.

The particular statutory functions of such a new State agency for community colleges should be determined according to the concept of "coordination" rather than the alternative extremes of voluntarism or governance. As a model for discussion, the functions of the new State junior college agency of Illinois are included hereafter. It must be noted, however, that Illinois is looking towards a greater degree of State support than would seem compatible with Maryland's concept of the community college. In some particulars, therefore, modifications of the Illinois plan might be in order to preserve the local orientation of Maryland's community colleges.



## ILLINOIS PLAN FOR TWO-YEAR COLLEGES

### 1. Organization of a Junior College System

That a State system of junior colleges be organized according to Plan A as outlined in Chapter III. The principal characteristics of this plan are:

- A. Coordinate all present and future junior colleges under a State Level Board with responsibility for the approval of program modifications and additions and of State participation in financial support.
- B. Continue existing junior colleges under present administrative structures except where specific responsibilities are assigned to a State governing board.
- C. Repeal present statutory provisions whereby junior colleges may be developed either as extensions of a common school district or as separate districts.
- D. Develop all new junior colleges under a Board of Junior College Education.
- E. Develop procedures and conditions whereby existing Junior Colleges may qualify for inclusion in the State system of junior colleges.

### 2. Board Control of a Junior College System

That a governing board of junior colleges be organized to be known as the Illinois Board of Junior College Education with the following characteristics and powers:

- A. Membership - The Board should consist of the Superintendent of Public Instruction, ex-officio, and ten members appointed by the Governor within sixty days after the effective date of the legislative act. The initial members of the board should hold office dating from July 1, 1965, as follows: Three for two years, three for four years, and four for six years. After the expiration of the terms of office of members first appointed to said board, the respective successors should hold office for a term of six years and until their successors are qualified and seated. The Governor should make a temporary appointment in case of a vacancy. The members of the Board should be citizens and residents of the State of Illinois appointed because of merit and fitness for the duties to be performed.
- B. Organization - The Board should meet on the second Monday after its appointment at the Office of the Superintendent of Public Instruction in Springfield, Illinois. The Board at its

first meeting should draw lots for terms and elect from its members a chairman and vice-chairman to hold office until their successors are elected at the regular meeting in the second quarter of the following year when such officers should be elected for annual terms beginning July 1 next. Thereafter, the chairman and vice-chairman should be elected at the regular meeting in the second quarter to begin service July 1 next. The principal office of the Board should be located in Springfield, Illinois in suitable quarters furnished by the proper state authorities. The Board should meet at its principal office on regularly scheduled dates in every calendar quarter after its first meeting and at such other times as its duties and business may require. Special meetings of the Board should be called by the chairman or in the event he is unable to act, by the vice-chairman, or upon written notice signed by at least three members of the Board. Notice of the time, purpose, and place of any special meeting should be given to each member in writing at least five days before the date fixed for such meetings. Any member of the Board absent from three consecutive regular meetings (absence for illness excepted) should cease to be a member and a vacancy should then exist.

Members of the Board should receive no compensation for services performed but should be reimbursed for all reasonable and necessary expenses in connection with performance of their duties.

Before entering upon his duties, each member of the Board should take and subscribe an oath as required by Section 25, Article 5, Constitution of Illinois, and file the same in the office of the Secretary of State.

C. Powers and Duties - The Board should have the following powers and duties:

1. To assume, following legislative enactment, all of the powers and duties presently assigned to the Office of the Superintendent of Public Instruction with reference to junior colleges.
2. To employ an executive secretary as its administrative officer and such other professional personnel as required.
3. To assume responsibility for the recognition or accreditation of two-year colleges. Such recognition might be used by nonpublic two-year colleges to facilitate the transfer of credits.
4. To approve feasibility surveys. Surveys might be conducted either for the inclusion of existing institutions in a State-controlled system or for locating new institutions. The Board should assume full responsibility for organizing, conducting and financing all surveys.

5. To plan and develop new and additional junior colleges to the State system.
6. To review all curriculum proposals for newly established junior colleges and for proposed major modifications in present programs in existing junior colleges for recommendation and transfer to the Board of Higher Education.
7. To develop a consolidated budget request for all underlying junior colleges for support of those institutions under the control of the Board of Junior College Education.
8. To coordinate relationships between the junior colleges of the state and the four-year colleges and universities to the end that maximum freedom of students between junior colleges and the degree-granting institutions of the state and nation would be available.
9. To conduct research or cause studies to be conducted on the problems of junior college education and the contribution of that institution to the economic, educational and general cultural welfare of the state and nation.
10. To prepare a report biennially to the General Assembly and to the public generally on the status of junior college education, its problems, needs for improvements and projected developments.

D. Relationships with Illinois Board of Higher Education - In general the relationship of the Board of Junior College Education with the Board of Higher Education would be similar to that of the three university governing boards. Thus it would:

1. Assist the Board of Higher Education in developing, implementing, and refining the Master Plan for Illinois Higher Education.
2. Submit to the Board of Higher Education for approval, rejection, or modification any new units (programs) of instruction, research, and public service proposed to be undertaken by a two-year college. Reasonable and moderate extensions of the existing programs would not need such approval as provided in the rules of the Board of Higher Education.
3. Submit, for analysis and recommendation, but not approval, the budget requests for State funds for aid to junior colleges not directly under the management of the Board of Junior College Education.
4. Submit, for analysis, recommendation and approval the budget requests for funds, both operating and capital, for two-year colleges under the management of the Board of Junior College Education.



5. Represent the interests of junior college education on the Board of Higher Education in the same manner as the three university governing boards are represented.

E. Finances - The Illinois Board of Junior College Education should have sums appropriated for its use to cover items such as travel expense of board members, mailing and printing, salaries, consultative service and research, and contingencies.

STATE OF MARYLAND  
ADVISORY COUNCIL FOR HIGHER EDUCATION

Joint Meeting of the Committees on  
Role and Scope and on Support

October 21, 1965

Dr. G. Russell Tatum, Chairman of the Advisory Council served as Chairman of the joint meeting of the Committee on Role and Scope and of the Committee on Support to discuss the matter of coordination of the Community Junior Colleges. The meeting was held in the Board Room at 2100 Guilford Avenue and was called to order at approximately 2:05 p.m., October 21, 1965.

Present at the meeting were: Dr. G. Russell Tatum, Mr. Roy Tasco Davis, Mr. William Chaffinch, Mrs. Dorothy S. Maltbie, Mr. Ellery B. Woodworth, Dr. Earl T. Hawkins, Mr. Theodore Boston, Dr. Oliver Laine, Dr. R. E. Gibson, Mrs. Sherman Ross, Mrs. Lewis Townsend, Dr. W. A. Shannon (substituting for Dr. Edmund Gleazer), Mr. Wallace Hamilton, Dr. Randall Elliott, Dr. Joseph Keimig, Mr. Sheldon Knorr, Mr. Christopher Rhines, and Dr. Wesley N. Dorn.

Dr. Tatum, Council Chairman, informed the group that the members of the Legislature had asked the Advisory Council to study the broad problem of management and coordination of the Community Colleges in the State of Maryland. He stated that the Council is looking for recommendations and suggestions concerning this matter and was looking forward to discussing the problems involved with the meeting of the two Committees of the Council that had been giving some thought to the problems of coordination of the Community Junior Colleges.

Mr. Chaffinch, Chairman of Committee on Support, made the point that one of the first questions was to determine whether the colleges under discussion were Junior Colleges or Community Colleges. For the purpose of this meeting, the terms were used interchangeably but in the context of the kinds of Community Junior Colleges that are developing in Maryland.

Mr. Chaffinch pointed out that legislators expected definite recommendations from the Council. He said that there was feeling on the part of members of the Committee on Support that the Community Colleges were not expanding and developing as fast as was needed and that until the problem of Community College management and the expansion of these colleges is solved, there will be localities in the State which will take no action in the hope that the State will provide branches of the University of Maryland in their localities.

Mr. Davis, Chairman of Committee on Role and Scope, referred to the study of the Role and Management of the Community Junior Colleges that had been given by the members of the Committee on Role and Scope. He pointed out that his Committee did not make a specific recommendation because the members felt that the problems involved were broader than that considered by the Role and Scope Committee and should be discussed by a larger group. It is for that reason that this larger group is discussing the problems at this meeting.

Dr. Tatum then asked Dr. Harold Reese of the State Department of Education to bring the group up-to-date on the thinking of the State Department on the problems involved in coordinating and expanding the Community Colleges of Maryland. Dr. Reese felt that the Council should also invite the opinions of those persons who are directly involved with these institutions and the people involved on the local boards of trustees and other governing groups. He felt that there should not be any change and that

any suggestions should take into account a study of the present structure. He took the position that the State Department has always worked very closely with the Middle States Association of Colleges and Secondary Schools and that changing the structure of coordination will not, just because of change, be a better system for accomplishing accreditation. He pointed out that the State Department of Education considered the Junior Colleges as colleges and not as Grades 13 and 14 of the Public School System. He noted the success in increasing State support as costs increased along with recent additional support for capital improvements. Dr. Reese also mentioned the cooperation between his office and the Division of Vocational Education in working with the counties to encourage institutions to include vocational courses and the cooperative approach to developing programs on a regional basis. He also spoke about the use of consultants by the State Department of Education and the request of the State Department to increase its staff to provide additional services for Community Junior Colleges.

Mr. Boston felt that the group should be aware that the statement by Dr. Edmund Gleazer prepared for the Role and Scope Committee was not a recommendation but a statement of the ways in which the problems of coordination could be handled. After these background statements by the Chairman of the two Committees and by the representatives of the State Department of Education, Dr. Tatum directed the attention of the group to the issues on which those present might make recommendations. The first issue dealt with actual operational management of the Community Junior College. The group voted as follows:

It was unanimously recommended that the actual operational management of a Community Junior College should remain at the local level and that any change in the organization of local boards or the State agency responsible for Community Junior Colleges, would not affect this principle.

Dr. Tatum then asked the group to consider the next issue, namely, the role of a State agency in coordinating Community Junior Colleges. It was brought out in discussion, that the State operated from 1946 until 1961 with no specific legislation concerning the administration of Community Junior Colleges and that it now contains one chapter (No. 31, Community Colleges) under Sections 300 to 303 of Article 77 on this matter. Under Section 300, the local Board of Education may establish and maintain community colleges "with the approval of the State Superintendent of Schools", and the local Board of Education shall constitute "a Board of Trustees and Governmental Corporation". Section 304 on Financing, states that the State Superintendent of Schools shall certify to the State Comptroller, the annual amount due the local Board of Trustees of each community college. Under Article 77, Public School Laws of Maryland, Chapter 3, State Board of Education, Section 24, the State Board of Education prescribes rules and regulations for grading and standardizing. Under Section 25 of these laws, the State Department has the responsibility for issuing certificates of approval. Under Section 300H, the local Board of Trustees has power to determine entrance requirements and to approve curricula subject to minimum standards fixed by the State Department of Education.

The State Department of Education operates under statute in its role of accreditation, approval, and establishing of standards. These functions are also applicable to all public schools and public colleges in the State. In addition to the statutory functions of the State Board of Education, the personnel of the State Department work with the local boards of education and the college authorities in providing expert advice. Most of this assistance from the State Department comes from the Division of Certification and Accreditation but other personnel also contribute, particularly those in Vocational Education and Guidance. There is no specific

statutory provision for carrying out functions other than those of accrediting, approving, and standardizing.

Dr. Laine commented that his concern is primarily with the State agency, whether it be in the State Department or a new agency, having a peer relationship with the other segments of public higher education and being an equal partner in a tri-partite system. Dr. Reese noted that the Curlett Commission Report recommended a separate division of higher education.

Mr. Chaffinch said that the reason lay people are looking for a change is that only three community colleges are accredited by the Middle States Association in spite of the fact that Maryland has had public community colleges since 1946. He asked Dr. Reese what the State Department needs in order to get the community colleges regionally accredited. Dr. Reese replied that accreditation is a matter of the college asking for accreditation from the Middle States Association; it is a voluntary operation. Mrs. Maltbie asked whether the library was the reason for the Hagerstown Junior College not requesting accreditation. Dr. Reese said that he discourages the Community Colleges from applying for accreditation until they have their own grounds and buildings. He said that no one could tell whether a community college would be accredited by Middle States Association because of lack of its own library.

Mr. Hamilton asked about the record of accreditation of junior colleges in California. Mr. Boston replied that the accrediting agency for the Western States is of a different nature than the Middle States Association, for example, it accredits priority institutions.

Dr. Tatum reminded the group that the issue being discussed at this time was only control and coordination of the junior colleges. Dr. Shannon from the American Association of Junior Colleges reviewed for the group the trends across the country. He noted that there has been a trend for more autonomy of operation in the community colleges and generally their coordinating groups are independent; that is, they are separated from the kindergarten to 12th grade system. He noted that in California there is a continuing trend away from joint boards of control such as now exist in Maryland and toward the development of separate boards for the public school system and the Community Junior Colleges.

In Minnesota there was no State coordinating board as such until two years ago. Last summer the legislature created a board for the coordination of the public Community Junior Colleges in that State. Dr. Shannon noted that the organization for coordination is not developing evenly throughout the country but that many other states are raising the same questions about the same problems that Maryland is raising now. For instance, Florida is questioning its organization which is also presently under the State Board of Education. Illinois was quoted as an example in which the State has just recently established a separate board for Community Junior Colleges.

Dr. Dorn pointed out that the discussion has been focused on what has worked and that the group needs to be concerned about the kind of organization that is needed to meet the problems that are going to be faced in the years ahead. Mr. Chaffinch pointed out the tremendous increase in enrollments and the new problems that are being faced in the public schools and questioned whether one State Agency which had responsibility for the kindergarten to 12th grade system and the Community College System, could give sufficient emphasis to the needs of Junior College students.

Dr. Tatum again reminded the group that the Council was interested in the recommendations of the two Committees on coordination and asked each member of the two Committees present to indicate what recommendation he would make in view of the proposal of the Committee on Support that there be a separate agency at the State level and local option at the local level for establishing a separate Board of Trustees for the Junior Colleges. The issues brought out by the members were as follows:

1. There is a considerable work load already on the State Department of Education and these problems will increase particularly in view of the \$1.3 billion of new Federal funds available throughout the country.
2. The State Department does have experienced and knowledgeable staff who have been working with the Community Junior Colleges.
3. The image of the Community Junior College is important to students, to the faculty and the community and the organization of the State agency is a factor in creating this image.
4. There are interinstitutional relations involved in higher education and it is important that the agency for coordinating Community Junior Colleges be able to work as an effective partner with the other two segments of public higher education. The agency must be able to operate on a "peer level" with the other boards and staff created to serve higher education.
5. There is a matter of emphasis to be taken into account when joint boards serve more than one purpose.
6. There is a matter of educational leadership of the Junior College President and the possibility of his being subordinated to the local school superintendent when the school superintendent "helps" him and has a major role in reviewing budget and offering staff assistance.
7. The problems to be considered for kindergarten to 12th grade are different than those in the Junior College not only in quantity but in nature of the problems. For instance, the Board of Education might be interested in curriculum problems for the public school systems and the Board of Trustees might be interested in problems of academic freedom and faculty rank.

It was agreed that the form of control at the local level - that is whether there should be a joint board which would serve both as the Board of Education and Board of Trustees, or whether there should be separate boards for this purpose - should be a matter of local option.

No agreement was reached as to strengthening the requirements and functions for Advisory Boards to the local Board of Education if the local unit does not choose to create a separate board of trustees for the community colleges.

It was generally agreed that more study was needed to be given to the matter of coordination of the Community Junior Colleges at the State level.

The meeting was adjourned at approximately 4:35 p.m.





MARYLAND STATE DEPARTMENT OF EDUCATION

STATE OFFICE BUILDING

301 WEST PRESTON STREET, BALTIMORE 21201

November 26, 1965

Dr. G. Russell Tatum, Chairman  
Advisory Council for Higher Education  
Vitro Laboratories  
14000 Georgia Avenue  
Silver Spring, Maryland

Dear Dr. Tatum:

Following the joint discussion by members of the Advisory Council for Higher Education and members of the State Board of Education, the Board asked the State Superintendent to convey to the Advisory Council the attitude of the State Department of Education concerning the problem of administration and operation of the community colleges in Maryland.

The Board did not feel in a position to take formal action on the questions presented due to the short period for discussion and thought which was available for full exploration of the issues involved. The Board felt that there should be further time given for discussion and would welcome the opportunity of meeting again with the Advisory Council before the Advisory Council would make recommendations concerning the administration and operation of the community colleges in Maryland.

As you know the public community colleges had no boards of trustees as such prior to enactment of legislation in 1961. The boards of education performed this function. The institutions have grown and prospered under this system although those same local boards are now legally constituted as boards of trustees of their respective community colleges.

In spite of statements to the contrary, no community college board of trustees has officially indicated a desire to be relieved of the responsibility of governing the local public community college; on the contrary, there is evidence that the existing boards are generally enthusiastic about their involvement in this level of education.

We believe it would be a mistake at this time to establish separate boards of trustees locally, for the following reasons:

- a. The State Department of Education is currently trying to encourage the local colleges to become more comprehensive. This means the addition of vocational and technical programs and continuing education, preferably by including vocational-technical centers on the community college campuses. Where possible this addition should be made so as to benefit high school students and adults as well as college students. This required a great deal of knowledge about the public school system and the adult education program plus overall coordination and articulation, the machinery for which is built into the present arrangement whereby the local board of education extends its scope of operations to include two years of public higher education.
- b. The State Department of Education has permitted the waiving of its minimum requirement for admission to community colleges by making it possible for certain carefully selected seniors in high school to enroll for credit in college courses at a community college while he is still enrolled in high school. This special program is facilitated through the present dual role of the Board.
- c. The present close working relationship between the State Board of Education and the twenty-four local school units and the similar close tie-in between the State Superintendent of Schools and the local school superintendents provide built-in machinery for coordination of programs on a Statewide basis.
- d. Having the same board govern the K-12 program and the community college in each local school unit provides greater assurance of a consistent philosophy of public education within the local jurisdiction.



- e. There is mounting evidence that the time is not far off when it will be commonplace to continue one's education for at least two years of college. As this extension of formal education evolves, it will be increasingly important to maintain the highest level of coordination and articulation at all levels of public education within each subdivision.
- f. Those who point to states such as California and Illinois as examples of desirable trends may wish to examine the organizational structure of public education within those states. Overlapping boards and small districts frequently are conditions which can be overcome best by establishing separate boards to operate community colleges designed to service those districts. Maryland is unique in its existing structure and simplicity in school control and operation.

Rapid growth of community colleges does not indicate that there is a feeling among students that association with the public school system is detrimental to status. Effectiveness of high schools is not impaired by their being in school systems which operate kindergartens, elementary schools, and junior high schools. An unwarranted change at this time in a healthy, growing institution - the community college in Maryland - could do irreparable damage.

Far more important than the matter of structure of control is the qualification of the personnel who are working directly with the students. Though relevant, structure is secondary and very secondary at that. Students are concerned with the kind of education they are receiving and their association with members of the faculty and the administrative personnel of the institution. It is doubtful that the typical student is either acquainted with or concerned to any extent with the board of control. It is our belief that the status of the institution is determined more by instruction, program, and relationship than by other factors.

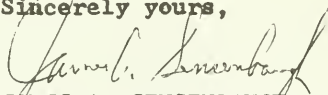
In conclusion, we feel that there is no problem of control and organization that cannot adequately be solved more readily and economically to the State, by modification within the

November 26, 1965

present framework. Particularly, we feel it would be premature to make major changes in control in view of the fact that community colleges are coming in for attention by the newly formed Educational Commission of the States.

We firmly believe further discussion will be beneficial.

Sincerely yours,



JAMES A. SENSENBAUGH  
State Superintendent of Schools

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Copy to: Dr. Wesley N. Dorn

## MARYLAND COUNCIL OF COMMUNITY COLLEGE PRESIDENTS

December 13, 1965

Dr. G. Russell Tatum, President  
Maryland Advisory Council for Higher Education  
2100 Guilford Avenue  
Baltimore, Maryland 21218

Dear Dr. Tatum:

The presidents of public community colleges have formed a professional group known as the Maryland Council of Community College Presidents. Its purpose is to provide leadership to the community college movement in Maryland, with particular emphasis on legislation at all levels.

We believe that our collective experience as community college presidents might be of service to you in your consideration of the Master Plan for Higher Education in Maryland. Therefore, we submit the following recommendations:

### General Principles

- I. It must be clear in law, in fact, and in operation that the community college is an equal peer partner with other segments of higher education in Maryland.
- II. Specific concentration on, as distinct from diffuse and cursory attention to, community college development is definitely required at the State level.
- III. The emergence of the community college as an integral part of higher education cannot be fully accomplished until such institutions are perceived and supported by the community served as post-secondary collegiate entities in their own right.

### Legislation Needed

In order that the community colleges in Maryland might develop in accordance with the principles stated above, we believe that the following legislation is mandatory.

- I. A separate State-level agency to assume all of the powers and duties presently assigned to the State Board of Education.

- A. Composition: Nine members appointed by the Governor - for six-year overlapping terms.  
Chairman to be elected by the membership.
- B. General Powers and Duties of Maryland Community College Board
  - 1. Assume all of the powers and duties presently assigned to the Office of the State Superintendent of Schools, with reference to community colleges.
  - 2. Provide statewide planning for two-year colleges as institutions of higher education and coordinate the programs, services and activities of all public community colleges in the state.
  - 3. Assume responsibility for the accreditation of two-year colleges.
  - 4. Plan for and encourage the development of additional community colleges in appropriate locations. It is intended that certain of these institutions perform the functions of area technical institutes as defined in the Higher Education Facilities Act of 1963.
  - 5. Approve feasibility surveys. Surveys may be conducted either for the inclusion of existing institutions in the new state system or for locating new institutions. The Board should assume full responsibility for organizing, conducting and financing all surveys.
  - 6. Coordinate relationships and develop articulation procedures between the community colleges and the four-year colleges and universities to the end that maximum freedom of transfer between community colleges and degree-granting institutions be available.
  - 7. Conduct, in cooperation with the two-year colleges, continuing studies of student characteristics, admission standards to programs, grading policies, performance of transfer students, qualifications and certification of faculties and of other problems of community college education.

8. Receive and administer all state aid for community colleges, and develop such formulas, including equalization formulas, as will provide each institution under the two systems of aid described below (c. & d.) with its just share.
  9. In cooperation with other state agencies plan the allocation of all federal funds for instructional programs and student services including such funds for vocational and technical education and retraining as are to be allocated by state or federal agencies to public and nonpublic community colleges.
  10. Make appropriate rules and regulations for carrying out the general and specific powers of the Board.
  11. Prepare a report biennially to the General Assembly and to the public generally on the status of community college education, its problems, needs for improvement and projected developments.
  12. Employ an Executive Officer and staff to assist the Board.
- C. Specific powers over existing locally governed and administered community colleges.
1. Powers of supervision over such institutions now vested in State Superintendent of Schools be exercised by the Maryland Community College Board.
  2. State aid to such institutions be continued at present or slightly increased levels for operating costs only.
  3. No new local community colleges be established except those meeting the standards provided in Section d. which follows.
  4. That as quickly as practical, institutions now under a common school governing board seek establishment of a separate community college district with a board, a campus and a staff of faculty and administrators independent of any district of the public schools.
  5. Existing community colleges should make the transition by 1970.

- D. Powers relating to a new system of locally initiated and administered comprehensive community colleges, all to be organized under the community college district law.

1. Powers of the Maryland Community College Board:
  - a. Approval of general geographic location and of site.
  - b. Approval of each major program and service to be offered except individual courses initiated as reasonable and moderate extensions of existing major programs.
  - c. Approval of all building plans and capital budgets to determine the proportion of the cost to be paid out of other than local funds.
  - d. Review of operating budgets to determine unit costs and state aid shares.
2. Powers of the local district community college board:
  - a. Selection of administrators and staff.
  - b. Approval of operating budgets.
  - c. Approval of instructional standards, student activities, and other matters relating to instructional and student affairs including admission standards to particular programs.
  - d. Initiation of proposals for new programs of instruction and of student and public service.
  - e. Initiation of proposals for site of campus or campuses, building plans for such locations and development of capital budgets.
3. Financing capital construction of the new community colleges.
  - a. State and/or federal aid for new construction and major rehabilitation be 75% of the total cost for each building and campus site approved by the Maryland Community College Board.
  - b. Local district pay 25% of capital costs. Local share may include cost of land and of site development.



4. Financing operations of new colleges.
  - a. State share be approximately 60% of average operating costs of the new system provided under this Section.
  - b. Student and local share of operating cost should be approximately 20% each.
  - c. Local share of operating and capital costs, as determined by the Maryland Community College Board, to educate out-of-district students be charged directly to office of County Superintendent where student resides. The County Superintendent in turn charge this amount against state aid funds to the high school district of student residence.
5. Institutions be for commuting students primarily. Residence halls be provided at nominal cost only to students from out-of-district enrolled in a program not offered in a public college in the student's district of origin.
- E. Acceptance of existing community colleges into the new state system. Any existing community college may apply for acceptance as an institution in the new state system (d. above). The application must show that the institution can and does agree to meet same criteria as required for creation of new community college under d. The state will share only in the capital costs of new facilities approved by the Community College Board after an existing institution has been accepted into the system under this provision.

#### Conclusion

The above recommendations remove the two-year colleges from the common school system while continuing local governance and control. Such supervision by the state as the state's financial assistance makes appropriate would be exercised by a new agency, the Maryland Community College Board, a distinctly higher education agency with no common school connection. This arrangement is an essential ingredient on which the Maryland Council of Community College Presidents believes there should be no compromise.

While other state plans might provide many of the ingredients necessary for a good community college program, only the above plan incorporates all of the important factors:

1. It firmly establishes the community colleges as a part of higher education.
2. It preserves the advantages of local initiative and control.

3. It assures adequate state participation to maintain high standards.
4. It is both economical and timely.
5. New institutions could be established and enroll students in 1967 or 1968.
6. No existing institution would be harmed in any fashion.

In order that there be an orderly process in the implementation of any new legislation, it is further recommended that a nationally recognized out-of-State consultant be employed by the new state agency for that purpose.

Dr. Oliver H. Laine  
Chairman

OHL:blm

## ROLE AND SCOPE OF THE PRIVATE COLLEGES AND UNIVERSITIES

Higher education in Maryland originated under private auspices, and the privately controlled four-year colleges and universities represent an invaluable educational asset for the Free State. Of Maryland's 29 four-year institutions of higher education, 21 are under private control. All of these are accredited by the Maryland State Department of Education, and in addition 15 of them are accredited by the Middle States Association. All told, the 21 private institutions account for over 45% of the students enrolled in four-year colleges and universities in the State.

Over the years the private institutions have used their resources to provide quality education for the youth of our State--as well as for other young people from outside Maryland's borders who have been attracted by the academic opportunities offered here. Thus, a high percentage of our own resident students have obtained advanced educational opportunities at very low cost to the taxpayers of the State, and upon graduation have contributed substantially of their talents to the cultural and economic life of this area. In addition, many students from other states, having matriculated at Maryland's private institutions, have remained here in positions of high responsibility.

The young people of Maryland have widely varied talents, and are entitled to the variety of educational opportunities which is assured them through the private institutions. It is therefore in the best interests of the State that these institutions should continue to grow and prosper, although it is inevitable that the public institutions must absorb a higher percentage of total student enrollments during the years of continued pressure for admissions immediately ahead of us.

Among the functions of Maryland's private colleges and universities, the following should be included:

Collectively they provide a wide variety of quality educational programs to meet the diversified needs of individual students and families. For some institutions these programs are based exclusively in the liberal arts; others have strong offerings in teacher-education, and other professional and quasi-professional programs; still others offer enriched curricula of graduate studies in miscellaneous disciplines.

Diversity in the control of higher education is desirable; monolithic control is not desirable. While the excellent publicly supported institutions of higher learning will and should continue to expand, privately supported colleges and universities should be maintained at a sufficient size to make an impact on education and society; not with the idea that they will become the saving remnant --rarely has a remnant saved anything--but rather that they shall be large and vigorous enough to enter into experimentation and dialogue with the public educational system.

Freedom from political control, while characteristic of the publicly supported colleges and universities in Maryland, can best be guaranteed by the existence of privately supported institutions, that may

serve as constant reminders to publicly supported institutions of the necessity for autonomy in the realm of intellectual pursuits.

The private institutions generally have a higher degree of freedom to experiment in new educational programs than do public institutions, which are directly accountable for their use of tax funds and hence may not feel as free to try new ideas until their worth is proven. Private institutions should be challenged to experiment in such areas as teacher evaluation and new curricular patterns of independent study--thus extending the horizons of education effectiveness for both private and public institutions.

The private institutions are similarly freer to serve the specialized education needs of particular categories of students-- for example, through selective admissions of very bright students, and in some cases possibly students with special religious affiliations or training needs.

Many of the privately supported institutions in Maryland are now performing satisfactorily important social services. For example, Western Maryland trains a great many public high school teachers, Johns Hopkins engages in a vast amount of research for the United States Government, Goucher College provides the citizens of Baltimore with exhibits and concerts, and the University of Baltimore provides the city with programs in business management. Many other examples could be given. The State should continue to profit from and encourage these institutions and programs.

These institutions should also be alert to opportunities for the development of cooperative educational programs with other private and public institutions of higher learning in the same geographic areas.

These institutions are better able to admit higher percentages of students from other states and other countries, thus offering a more cosmopolitan educational climate on their respective campuses.

While the terms "quality" and "excellence" have been much overworked in education, in general the privately supported institutions can hardly claim that they are any better than state-supported institutions--or at least they have no monopoly on quality. It is true that they have been able to be more selective in their students. This undoubtedly will change, but they will always be able to attract a kind of student who prefers to enroll in a small institution, and to pursue special studies that may not have wide appeal. For just one example, the Oriental Seminary at Johns Hopkins has trained some of the foremost Old Testament scholars in the country.

## GUIDELINES FOR STUDY OF NEW INSTITUTIONS AND PROGRAMS

The Policy Committee on Role and Scope of Institutions recognizes the need for the development of criteria for the establishment of new institutions and programs and for the expansion of existing ones. Because of the pressing business of developing the framework of a larger Master Plan for all of higher education, the Role and Scope Committee has not yet completed its work of establishing the needed criteria. In subsequent meetings, the members of the Committee will give due consideration to this essential matter including among other things such questions as the nature and need for the institution or program, its availability elsewhere, its effect upon existing programs and resources, and its costs in terms of administration, personnel, physical facilities, etc.

REPORT OF THE  
POLICY COMMITTEE ON SUPPORT OF HIGHER EDUCATION  
Mr. William P. Chaffinch, Chairman

This committee will be concerned with such matters as the State's responsibility to finance higher education, the ability of the State in relation to the needs of higher education, other sources of support, the relative amount of support for the different levels and programs of higher education, etc.

COMMITTEE MEMBERSHIP

Professor William H. Fauntleroy	Principal, Moton Senior-Junior High School
Dr. Daniel Gibson	President, Washington College
Mr. Wallace Hamilton	Director, Institutional Planning James W. Rouse and Company, Inc.
Mrs. Lewis Townsend	President, Board of Managers, Union Memorial Hospital
Dr. Richard D. Weigle	President, St. Johns College
Mr. Milton White	White and Leonard
Mr. William L. Wilson	President, Board of Trustees of the State Colleges
Dr. David Youngdahl	Administrator, Frederick Memorial Hospital



## RECOMMENDATIONS:

1. Through its budgetary allotments, over the next five years, the State of Maryland should promote the rapid development of community colleges to provide higher educational opportunities within relatively easy reach of all qualified high school graduates.
2. Support for community colleges should be at such a level as to enable each of these institutions to merit accreditation from the Middle States Association of Colleges and Secondary Schools within five years after establishment.
3. To promote effective development, to achieve coordination among the community colleges and to better realize their cooperative participation in the total structure of higher education in the State, a separate board, similar in nature to that existing for the coordination of the State Colleges, but charged with responsibility for the overall development of the community college segment of public higher education should be established. A separate board of trustees having primary control of each local institution should be set up. This local board of trustees may choose to be constituted as a board separate from the county board of education.
4. Further creation of branches of the University of Maryland beyond Catonsville should be postponed until the community college development program can be expanded and the developmental plans of private institutions can be more accurately ascertained.
5. The Support Committee recommends the construction of student residential facilities at the University of Maryland and at the State Colleges for all students who desire and can afford them. Loans should be made available for students who desire but cannot presently afford residence facilities.
6. Rigid state-wide and even institutional-wide salaries based solely on academic rank and tenure seem unrealistic. Salary schedules should give consideration to merit and should be competitive with other educational systems and to a reasonable extent with other positions outside the educational world.
7. Discretionary powers should be given the presidents of higher educational institutions to provide flexibility in the salary scale to meet competition for needed specialized talent.
8. Salaries of presidents of higher educational institutions should be high enough to attract the best available administrative talent. Presidents of these institutions should receive payment commensurate with the responsibilities involved.
9. Some consistency should be evident in the tuition structure of the Maryland public institutions of higher education.

10. Fees should be proportional rather than equal among the various levels of higher educational institutions and these charges should be graded according to academic level, programs, and auxiliary services provided.
11. To encourage attendance at community colleges, State support for these institutions should be high enough so that students attending the community colleges have to pay less than they would if they were attending a four-year institution.
12. The student should be responsible for payment of part of the costs of his higher education, but no student should be denied the opportunity for a higher education because of costs alone. An adequate loan fund should be established for all qualified students who can demonstrate a financial need.
13. Special service obligations attached to scholarships should be eliminated.
14. Adequate funds should be provided to support studies that will secure the data necessary for the Council to make valid decisions in all areas affecting public higher education in Maryland.

## BACKGROUND PAPERS USED AS BASIS FOR COMMITTEE RECOMMENDATIONS

"The State of Maryland has long since committed itself to the policy of State support for higher education. Each of the nine reports on higher education in Maryland, from 1921 to 1964, has recognized this commitment and, for the most part, has based its findings and recommendations on the proposition that each Maryland high-school graduate will be provided with the opportunity to obtain a high-quality education at a public college or university to the limit of his ability and interest and at reasonable cost. The Advisory Council for Higher Education (and its Policy Committee on Support) believe this proposition to be fundamental to the concept of a Master Plan for the expansion of higher education."<sup>1</sup>

In recent years, Maryland has demonstrated its willingness to support higher education. "Since 1959, there has been a 109.2 per cent increase in total expenditures for public higher education in Maryland. This year, 1965, of the general funds allotted, 52.9 per cent goes for public education; a fair share of these allotted funds is earmarked for higher education. In 1962, the Governor initiated a free tuition program for students in teacher education programs. In five years, a total of \$2,891,702 has been expended for this program. Although the number of students continuing their education has nearly doubled since 1959, the State has been able to provide an approximately \$150 increase in per student expenditure. The increase in starting salaries of our professors and instructors of our State colleges has increased 76.2 per cent. Of the total twenty-seven million for the State's annual capital improvements budget, more than nineteen million, or seventy-three per cent, is being used to provide needed facilities for public higher education. This compares to sixty-one per cent last year, and more than double the proportion of the capital budget devoted to public higher education seven years ago. This amounts to an increase of 326 per cent in capital outlay since 1961. These figures do not include the more than six million dollars in aid given to our private institutions. During the past few years, the five State Colleges other than the University of Maryland have converted to liberal arts programs and have, therefore, made the courses leading to this degree readily available to students in all parts of the State. There also has been a growth of community colleges, with all eleven adding new facilities and five new colleges being planned. State contributions to their support have increased from \$404,700 in 1959 to \$2,096,325 in 1965, an increase of 521.4 per cent."<sup>2</sup>

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- 1 Dr. Tatum Proposed Statement of Basic Principles - First Draft, August 20, 1965.
  - 2 Governor Tawes, Letter to Mr. Keppel, June 11, 1965

## Philosophy of State Support for Higher Education

"Meeting the demands for higher education in the decade or more ahead is not only a matter of satisfying aspirations of young people. It is equally vital from the point of view of the State itself. The State simply cannot afford not to have a highly developed system of public higher education within its borders. Economic progress is inextricably linked with the development of higher education."<sup>1</sup>

*Benefit to Society*      "Higher education is important to the State itself. By providing skilled manpower through teaching and broadening the range of economic opportunity through research, higher education makes a substantial contribution to the economic health of the community.

Graduates of public colleges and universities have traditionally been an important reservoir of talent for public affairs in civic as well as in governmental positions. Furthermore, the institutions of higher education provide the community at large with a model of democratic ideals in everyday life through the promotion of tolerance, fair play, and equality of opportunity for all. In broadest terms, Maryland's system of higher education will enable its citizens to render a needed service to the nation at large and to the international community."<sup>2</sup> Support for higher education is an instrument for enabling the State to accomplish its purposes. Education of the young is not only a public responsibility; it is a public investment as well.

*Benefit to Individuals*      The main direction of higher educational development should be toward increased service to help individuals reach the fulfillment of their talents, interests, and ideals. The responsibility for providing educational opportunity and the responsibility for acquiring an education is mutual between the individual and the State. In laying stress upon the State's responsibilities, the part to be played by the individual citizen must not be overlooked, for youth also has obligations to society and to the State that serves it. The relationship should be a shared partnership wherein the State would be sensitive to the seriousness of the student. As long as the student manifests goodwill and gives his best according to his native abilities, the State should be willing to provide whatever it can toward his best education.

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1      Curlett Commission Report, pp. 13-15.

2      Curlett Commission Report, pp. 16-17

## Ability of the State to Support Higher Education

Maryland has ranked high among the States in per capita personal income. In 1963, for instance, Maryland ranked tenth in the nation with a per capita personal income of \$2,786. In per capita expenditures for State institutions of higher education, Maryland, for the same year, ranked thirty-sixth in the nation with a per capita outlay of \$18.21.

Per capita personal income may be regarded as one of the most significant measures of a State's economic strength and potential. On the basis of Maryland's high ranking in personal income, it is conceivable that Maryland can afford to provide its people with one of the better statewide systems of higher education in the nation. In terms of comparative per capita expenditures for higher education coupled with the Governor's and the General Assembly's continued recognition of the importance of higher education, Maryland could allocate more of its financial resources for the support of higher education to expand and diversify its educational facilities and programs.

## Purposes of the Support Committee

It is the purpose of the Policy Committee on Support of Higher Education to participate in the formulation of policy to guide this expansion and diversification of the State's system of higher education by determining the direction in which the expanded support should go. The Support Committee is responsible for determining priorities in allocating available financial resources for higher education. The Committee in reaching its decisions studies alternatives and the implications of these alternatives in the allocation of funds. In so doing, the Support Committee does not intend to interfere with the internal management, curriculum planning, and student affairs administration which is the immediate and proper responsibility of the individual institutions of higher education.

## Guidelines for the Determination of Support Policies

In the course of their deliberations the members of the Support Committee expressed their views on a number of principles prepared for their consideration. These principles are by no means to be regarded as the hard and fast, unanimously accepted statements of policy; they are included here only to indicate some guidelines in certain areas of consideration that are important in the eventual determination of support policies.

1. The principles of support are determined by the value of an educational program to the people of Maryland collectively and to the individual student. Programs that are worth supporting should be supported adequately though not necessarily equally, regardless of the time of day or the time of year they are offered.

2. Support should be related to the programs offered at an institution as well as the number of students enrolled. The programs and facilities needed for advanced level and graduate education ordinarily require a higher level of support than do the first two years of undergraduate education.
3. Opportunity for college study should be readily accessible at all levels throughout the State to all qualified students who should be able to choose the colleges and programs on grounds other than costs. For those students who require financial help, the State should provide funds for both scholarships and long-term loans at low interest rates.<sup>1</sup>
4. Maryland should support a system of two-year public colleges in which most students would be enrolled during their first two years of higher education. These colleges would offer both transfer and terminal programs, would in general be low in cost to the students, and would be constructed in locations within commuting distance of virtually all residents of the State.<sup>2</sup>
5. A high level of support should be given for facilities, equipment, and materials of instruction needed for the programs of each institution. Major facilities such as research libraries, museums, and cultural centers should be located so that they could be shared by several institutions and the people of the community.
6. Salary schedules for the faculty, the administration, and the supporting personnel in Maryland's institutions of public higher education should be at a level comparable to that of other potential employment for the individuals concerned.<sup>3</sup>
7. The problems of the physically, culturally, and economically handicapped are an important concern of higher education. Support will be given to programs to enable students with this background to become fully functioning participants in the society. These programs should be coordinated with similar programs supported by the State, the Federal government, and the private foundations.

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1. Mr. Fauntleroy commented: The use of the program of Federal aid could eliminate the need for student loans. All Federal aid to students should be studied prior to deciding on state loans. Mr. Weigle commented: Some programs might be too costly for some students unless they obtained full scholarships. Mr. Wilson commented: It is not practical or realistic to have "college study readily accessible at all levels throughout the State." If this were the case, there would be substantial reduction in the quality of programs.
  2. Mr. Wilson commented: "Most" students should not attend the community colleges. The great hope for the community colleges is terminal education consistent with the needs of the particular community wherein located. Terminal education is the proper emphasis for the community colleges.
  3. Mr. White commented: Salary schedules should be uniform after study of other State-supported salaries. Mr. Weigle commented: Salaries should not be comparable to other potential employment but should be comparable to those in other educational institutions.



8. Increased support by the State for private higher education is essential. In addition to aid granted in the form of scholarships, Maryland should investigate the kinds of direct support given to private higher education in other states.<sup>1</sup>

## Determining Policies and Priorities

In the determination of support policy, some of the important factors to be decided are: (1) the sources and ratios of support, and (2) the allocation, levels or degrees of support; i.e., the actual distribution of available funds.

Because of the necessary limitation of funds, priorities must be established, some on a short-term basis, others long-range. In establishing priorities, certain issues or areas of consideration must be evaluated: the variety of institutions of higher education, the diversity of programs, the facilities available, the faculties required, the student-oriented elements of support, the instructional materials and equipment needed, the role of the private institutions, the coordination and cooperation of the total system of higher education, and the individual institutional questions of academic standards and policies.

The complexity of the problem of establishing support policies and priorities in a Master Plan becomes readily evident when reviewing the valid but diverse points of view of interested parties on each of the above-mentioned areas of consideration. Establishing valid priorities as well as achieving the most effective determination of support issues depend upon the weighing of data obtained from extensive and intensive research studies yet to be made of higher education in Maryland. But by reason of the dynamic nature of the educational system, the resolution of present support questions cannot wait upon the accumulation of research data. Support decisions must, therefore, for the present be made in the light of whatever evidence is available, relying upon judicious consultation, and the sound reasoning and judgment of those responsible for the determination of these policies. It must be emphasized again, that in reaching decisions on support, the alternatives and their implications must be weighed.

## AREAS OF CONSIDERATION

### Variety of Institutions

What institution or institutional structure merits prime consideration? The Master Plan envisions a variety of institutions to meet diverse needs. The Master Plan, therefore, is based on continued development and expansion of the University of Maryland, the State Colleges and a comprehensive system of community colleges as the public segment of higher education. The Council also desires to foster and encourage the development of private colleges and universities as has been heretofore the provision of all previous Councils for it is recognized that there are advantages resulting from the presence in our society

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<sup>1</sup> Mr. Wilson commented: The State needs to examine carefully its program of operating and capital support to private institutions. It appears that no rational plan determines support made available to private institutions with possible exception of a State-supported scholarship program.

of both public and non-public institutions. Diversity among institutions has made and is making distinctive contributions to social and economic progress, providing a wide range of educational opportunity for varied individual needs.

The State, in supporting many different institutions, recognizes their different functions. It is the purpose of the Master Plan to determine how the particular roles and functions of each are to be defined for it is evident that not all institutions can do all things. The Council recognizes also that certain functions are especially appropriate to some institutions and in the light of this recognition support will be recommended.

The State of Maryland should emphasize the development of community colleges under the general direction and coordination of a special state board. Under the present system, community colleges spring up but are not regionally accredited. State supervision with access through a special board to adequate State support would help to assure more rapid accreditation of community colleges.

The existence of a full complement of community colleges would take the pressure off of the other institutions of higher education. Thought must be given to the question as to how many lower division students who would normally enroll in a State College or in the University can be shifted to the community colleges and how the local communities can meet the additional costs resulting therefrom.

Concentration upon the development of community colleges has implications for other segments of the State's educational system. Further expansion of branches of the University of Maryland is a case in point.

## Diversity of Programs

Support policy is based upon the understanding that differences among the institutions of higher education in Maryland should be a matter of programs rather than of quality or excellence of teaching.

The rapid and extensive growth of knowledge has led to revolutionary technological changes necessitating new programs, new educational approaches, and new instructional techniques. These new developments require additional support. Besides providing classroom instruction to thousands of additional students, other needs in higher education must also be met; graduate and research programs must be supported to continue the growth of new knowledge and to maximize the use of this knowledge; public service must be expanded by the institutions of higher education each in accord with its special competencies; technical and vocational education must be updated and grow to impart special skills and to broaden the cultural horizons of Maryland's citizens must be provided. Some of these specialized programs are best suited to graduate level institutions; others are peculiarly adaptable to other institutions. For purposes of support, the Master Plan must allocate these program responsibilities.

Continued support of unnecessary duplication of programs and services must be seriously questioned. When enrollments fall below certain levels, arrangements should be made for students to take these programs elsewhere, wherever possible. Studies are needed to discover the nature and extent of duplication of efforts.

Support for high-cost professional programs such as medicine and dentistry should be at a sufficiently high level so that the cost to the students is not such that it reduces the number of persons needed to enter these fields.<sup>1</sup>

The decision to develop and locate new programs or expanding the support for existing ones must be incorporated into the framework of the Master Plan. The contemplated School of Architecture of the University of Maryland is a case in point. Nursing education is another instance, for practically every hospital in the state is building additional facilities all of which must be staffed with nurses, technicians, and doctors. Studies must be made of program needs in the light of expanding or changing economic, social, and welfare requirements of the state and nation.

## Physical Facilities

The philosophy that Maryland ought to provide equal opportunities for those who can profit from higher education implies that the State will provide the necessary facilities. To this end, studies should be made on the increased utilization of present facilities, the expansion of these facilities, and the creation of new facilities. These studies will enable the State to anticipate the increased cost for additional quantity without losing sight of the increased cost of qualitative improvements.

The problem of increased enrollments is one of great urgency. To provide for such enrollments is a prior concern of the Master Plan. To meet this immediate need, the capacity use of all private and public resources for the sake of economy and efficiency should be aimed at in the development of higher educational programs and institutions.

From the viewpoint of support, the expansion of physical facilities, when deemed necessary, would entail the determination of the immediate and long-range adequacy of the contemplated capital construction, whether it will be provided in time, and how it can be financed.

A question of immediate concern is whether or not the Council endorses the recently established policy of placing dormitories and dining halls on a self-supporting basis. It is believed by some that taxpayers money should not be used to subsidize, openly or covertly, the operation of such services. Because of the various methods used to finance construction of auxiliary enterprises, it is often difficult to state in general which amounts of amortization and interest payments are properly chargeable to operating expenses. Some formula, therefore, should

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<sup>1</sup> With respect to teaching alone, the Maryland State Department of Education has estimated that the State will need to employ 45,000 new teachers for the elementary and secondary schools in the decade 1960-1970. More than 13,000 of these additional teachers will be needed merely to take care of the increased enrollments. The remainder will represent necessary replacement for teachers leaving the Maryland public school system. In 1961, the Committee on Medical Care of the Maryland State Planning Commission reported that by 1975 Maryland would need to graduate 240 physicians. To meet this need, a nearly 50 percent increase in enrollment is needed by 1971. Curlett Commission Report, p. 15.

be developed to determine which of such costs are appropriate charges to operating expenses and include as much as possible of those with other operating expenses of such auxiliary services.<sup>1</sup>

The policy of self-support for these services, in terms of support policy, may result in little, if any, difference in cost to the State for the education of a dormitory resident as compared to a commuting student. In the long run, it may result in over-all savings. It is probable that fewer, larger, and more efficient four-year institutions will be required to meet the demand.<sup>2</sup>

The effectiveness of college education for the student who commutes as compared to the dormitory resident is a controversial subject, no doubt resulting importantly from normal variations in individuals and their abilities to adjust to new environments. There is, however, some evidence which indicates that in most cases the dormitory resident has an advantage both scholastically and in social development.<sup>3</sup> In this respect, alternate suggestions could be proposed by the Committee to the Council: (1) that dormitory facilities be provided at the University of Maryland and at the State Colleges for all students who desire and can afford them; or (2) to offset the building of more dormitories, to provide bus transportation for students in the last two years, for example, from Carroll County to Towson.

## Faculties

While facilities are important, and substantial investments will be required to supply adequate ones, the competence of the faculties is the most important factor in providing a high-quality college education.<sup>4</sup>

The Council must make itself responsible for helping the Maryland institutions of higher education establish salary scales or some salary arrangements as well as academic environments which will attract and hold faculties of the highest quality. In addition to salary considerations, attention should be given to expanded fringe benefits - health, group life insurance, leaves, travel funds for professional meetings, housing, parking, and moving expenses - to make teaching in Maryland institutions attractive as compared to institutions elsewhere.

Studies will have to be made to find out what such an increase in faculty salaries and benefits would mean in terms of percentage of increase in public funds going into higher education.

The Support Committee could recommend to the Council that regulation concerning a uniform salary schedule for faculties and administrators can thwart the efforts of the State to achieve quality in higher education. Rigid state-wide

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<sup>1</sup> The Board of Trustees of the Maryland State Colleges has given consideration to this question in its meeting of Sept. 1, 1965. The fruit of this consideration might provide adequate guidelines for the establishment of an acceptable formula for all public institutions of higher education in Maryland.

<sup>2</sup> Dr. Tatum's Proposed Statement of Basic Principles - First Draft, August 20, 1965.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

and even institution-wide salaries based solely on academic rank and length of tenure seem unrealistic. Salary schedules should give consideration to merit and should be competitive. Some provision should be made to enable an institution to break through the regular scales that may or must be set up. These special salaries may be needed to give flexibility to an institution with a particular need for a talent or person in competition with industry or some other educational enterprise, either public or private, within or outside the State of Maryland. Starting physics teachers, for example, are harder to obtain hence more expensive than starting English teachers. The Board of Trustees of the State Colleges, the Regents of the University of Maryland, and the governing bodies of community colleges should be given considerable latitude in establishing salary ranges consistent with local requirements and supply and demand factors in various fields of specialty. In granting this latitude, however, the fact must be accepted that there is the possibility that State institutions will, at times, be in competition with each other for professors and administrators.

Superior institutions of higher education require superior administrators as well as excellent faculties. Administrative salaries should be high enough to compete with other potential employment.<sup>1</sup> The wisdom of paying Presidents of all State Colleges identical salaries is open to question.

Salaries for supporting personnel - lab assistants, specialists in the graphic arts, and clerical workers, for instance, - all of whom are important to the functioning of a quality institution should be supported at a level sufficiently high to attract competent persons.

Supporting the recruitment of adequate faculty and administrators is a priority issue. In making a Master Plan, the recruitment of high quality professional personnel may be so difficult that it may require major alterations in traditional patterns of instruction.

## Student-Oriented Support Issues

### Loans, Scholarships, Tuition, Fees

*Loans* Society suffers a substantial loss when, because of costs, many qualified young people do not now enroll in colleges and many others drop out before completing degree or certificate programs. Although the State provides higher education at very low cost to the student, some students will still require financial help. Increased consideration should be given to loans at low interest rates and repayable over a long period thus enabling more students to obtain a higher education. These loans could be State supported or they could be privately developed but supervised by the State. The amount of such loans, the sharing of their costs between the State and the student, and the service or other obligations to be attached thereto must be determined. If the student renders subsequent service to the State, provision might be made for dismissal of part or all of the debt.

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<sup>1</sup> Guidelines for administrative salary scales are contained in the agenda for the September 1, 1965 meeting of the Board of Trustees of State Colleges. These guidelines could serve as a basis for discussion of administrative salaries for the public system of higher education.



*Scholarships* Scholarships promote higher education. Some that are available have teaching obligations attached to them. Service obligations that frequently become burdensome and detrimental to student morale when attached to scholarships should be eliminated. The scholarship program should be expanded to encourage growth in specialized areas of need. Scholarships, however, should not be limited to those whose primary difficulty is financial but should be offered, increasingly, to the especially gifted students and be comprehensive in coverage, including, perhaps, tuition, fees, board and lodging.

*Gifted students:* Some formula should be developed for the support of the ablest intellectually. These students might be made the special guests of the State or they might be supported by a program similar in nature to the G.I. Bill.

*Graduate students:* Special and increased support should be given for those in graduate education. The high attrition rate in graduate programs is often due to financial difficulty. These withdrawals are not only a loss to potential faculty supply but also an economic waste to the State. Provision of fellowships and loan funds for graduate students is perhaps one of the best means to reduce the attrition rate.

*Special students:* Lower tuition charges might be offered for those attending evening classes or those pursuing education through correspondence. Tax credits might be offered to those taking evening or correspondence courses. The thought here is that if the State is willing to provide an education at less than cost to those who can attend colleges, should it not be willing to aid those who will remain at home and study by correspondence, etc.?

*Tuition and Fees* One of the most controversial fiscal matters to be dealt with is the question of tuition and fees. There is need to develop a sound, systematic tuition and fee structure for all of the public institutions of higher education in Maryland.

Even though the benefits of a higher education are greater to society than to the individual student, the student should be expected to pay a proportion of the expenses of his education. Charges for non-residents should be higher than for residents; perhaps as much as two or three times higher.

Tuition charges can be put on some uniform basis in all public institutions of higher education, graded according to the level of academic progress or they can be related to the undergraduate instructional costs within a particular higher educational institution.

Compulsory fees are a recognized means of financing certain institutional costs. Some consistent relationship might be established between fee and tuition charges.

Each higher educational system should devise a fee structure and collect sufficient revenues to cover such operating costs as those for laboratories, health, intercollegiate athletics, student activities, and other services incidental to but not directly related to teaching.



## Sources and Ratios of Support

The function of the Support Committee is to find the desirable levels of support for higher education. The Budget Bureau is charged with the responsibility for determining the State's ability. These tasks may be regarded as complementary rather than conflicting. The levels of support for higher education in Maryland will continue to rise for there are new educational needs that the State must decide to meet or neglect. Whatever support is given to higher education, however, should emphasize high quality programs at the lowest cost to the student consonant with the State's ability to pay.

Greater appropriations will be needed for operating costs. It is the obligation of the Master Plan to reveal the magnitude of these additional costs. The Plan must spell out how great will be the bill for higher education for the next decade or more.

Questions of support ratio must be answered. Is the equalization principle of 1/3 State, 1/3 local, and 1/3 student coverage to be considered adequate State support? Should the State, in community colleges for instance, make itself responsible for the total support of higher education? Should local and student portions of support be reduced to a token rather than being a burden? What proportion of the cost of community colleges for both operation and capital outlay should be borne by the State and what proportion by local communities? Is there need for a change of present State policy with respect to the support of the community colleges? Should support for community colleges be high enough so that students attending these institutions have to pay less than they would if they were attending a four year institution? The thought here is that the community colleges, more, perhaps, than the other institutions, are "peoples" colleges.

Institutions offering programs which involve the use of expensive facilities and machinery will require more support for these programs than for those that require basically the use of classrooms and libraries. It is also recognized that the more expensive programs and facilities necessary for advanced-level programs and graduate education ordinarily require a higher level of support than do the first two years of higher education.

The possibilities of State income tax deductions allowable for costs of education to parents should be considered.

Studies resulting in a constant flow of data are needed to determine many of the support questions. Guidelines for support or for other areas of consideration such as costs and facilities and enrollment projections can be valid only if the data necessary for these determinations can be accumulated and kept current. It is important that the effectiveness of higher education be continually appraised and improved and that the lowest possible costs, consistent with high quality, be established. Through systematic studies, the State should be kept aware of what economies can be effected in the operation of the existing institutions. Consideration in these studies should be given to current operational costs, capital outlays, and in the use of existing physical facilities. Sufficient funds supporting these needed studies should be provided annually.

## Teaching Devices and Promotion of Teaching Techniques

Emphasis on salaries or other factors in the support of higher education should not preclude support for facilities, equipment, and materials of instruction needed to aid students to learn most effectively. Closed-circuit TV, language laboratories, audio-visual devices, tape recorders, duplicating equipment and other devices should be provided where needed. Without minimizing the importance of research, promotion of good teaching is vital to education for satisfaction in learning is the most effective means for solving the drop-out problem. Some research in the methods and improvement of teaching should be sponsored because of its vital importance in promoting excellence in higher education.

Libraries remain centers of learning and research. These facilities, along with museums, and other cultural growth centers should enter the support picture as auxiliary institutions directly related to human growth and higher education.

## Private Institutions

Studies should be made of ways in which support can be given to private institutions other than through scholarships. Recommendations should be as specific as possible. If private colleges have problems of financing capital improvements, it might be suggested that the State allow its credit to be used for qualified institutions.

Private institutions accepting scholarship assistance from the State should be urged to accept qualified transfers from other State institutions whether they be community colleges or regular four year institutions.

## Coordination and Cooperation

The State of Maryland will profit by a planned and orderly development of all programs and new institutions of higher education in the public sphere, being mindful also of the programs and aspirations of the non-public institutions. One of the immediate problems associated with the coordination and cooperative effort of higher educational institutions is that of providing equality of opportunity. Young people who live many miles from any institution are less likely to reap benefits. Others may find it impossible to attend because of costs. Particular programs best suited to the needs of individuals may not be available where and when needed. Without overall planning, shortages of institutions and desired programs have developed since no university can be fully comprehensive in its offerings and facilities. But cooperation and coordination among institutions will help conserve scarce physical and human resources as well as improve the effectiveness of their programs of instruction, research, and community services. Unbridled competition among public institutions is uneconomical.

The structure of governance of the system of public higher education is

a vital concern of the Master Plan. What structure will promote the best operation of the total system? To what extent is uniform planning and co-ordination useful?

Maryland should encourage support for experimentation and for studies that lead to experimentation. This means support for new programs, new fiscal arrangements, new institutions, new institutional practices, and support as well for a means of evaluating the effects of innovation and for disseminating information about what has been learned. Assistance for such experimentation should be sought not only from the State but also from private institutions.

Planning and reevaluation in higher education is a continuing and constant effort and the foundation for orderly, coordinated, and constructive development for the future. The Advisory Council, through its staff, should be constantly engaged in updating the Master Plan and seeking new ways to develop the most effective and efficient system of public higher education.

### Academic Questions

Interference in the internal affairs of the individual public institutions of higher education is not the intent of the Advisory Council. Some questions of support policy, however, do hinge upon certain internal decisions.

Entrance requirements will of necessity vary to reflect the role and scope of various institutions, being, perhaps, more restrictive at the University of Maryland, less so at the State Colleges, and reasonably unrestrictive at the Community Colleges. To what extent, then, should the Advisory Council, through its committees, influence the establishment of entrance requirements? Is it the function of the Advisory Council to lay down any stipulations covering admission policy to the individual institutions or groups of institutions?

The Advisory Council could recommend and support requests for funds to promote specific internal decisions of the individual institutions. For instance, the Council could recommend that closed-circuit television be more extensively used as a media of teaching and recommend funds therefore. It could recommend that more testing, guidance, and counseling services be available to encourage, guide, and retain students and request that support be given for same. Larger classes, especially on the lower levels and in survey courses, could be encouraged to make use of the best teachers for a greater number of students and request allotment of special funds to hire assistants for the professors. Special classes might be expanded to salvage or redirect students. Certificates might be given to those who have achieved a specified number of credits even though a degree was not completed. A transcript of credits is only one way of showing accomplishment beyond high school short of a degree. Funds for such special services could be recommended. Some measures might be taken to give recognition to any knowledge personally acquired through college or university administered exams for which credit would be granted. All of these extra efforts to encourage participation and recognition of higher educational endeavors on the part of Maryland's citizenry could be promoted by adequate support provided through the recommendations of the Advisory Council for Higher Education.

# REPORT OF THE DATA COMMITTEE ON COSTS OF PUBLIC HIGHER EDUCATION

Dr. Sherman E. Flanagan, Chairman

This committee will be concerned with gathering data on such items as unit costs for various levels and programs of institutions of higher learning within the State, the various charges made for tuition and other purposes throughout the State, and the ways in which costs in Maryland relate to those in other states, etc.

## COMMITTEE MEMBERSHIP

Dr. Paul D. Cooper	Director, State Fiscal Research Bureau
Mr. Comer Coppie	Executive Director, Board of Trustees for the State Colleges
Rev. Joseph K. Drane	Regional Director of Higher Education of Jesuit Education Association
Dr. Quentin L. Earhart	Assistant State Superintendent in Administration and Finance Maryland State Department of Education
Dr. Harry Fisher	Comptroller and Budget Officer University of Maryland
Dr. William E. Henry	President, Bowie State College
Mr. Bruce J. Partridge	Vice President for Finance and Treasurer, The Johns Hopkins University
Mr. J. Robert Sherwood	President, Suburban Trust Company
Dr. Andrew G. Truxal	President, Anne Arundel Junior College
Mr. William C. Witler	Partner, Haskins and Sells First National Bank Building

## REPORT OF THE DATA COMMITTEE ON COSTS OF HIGHER EDUCATION

In establishing a separate Data Committee on Costs of Higher Education, the Advisory Council recognizes the study of costs as basic to its work of drawing up a Master Plan. Within the framework of the Advisory Council for Higher Education, the Cost Committee is essentially an information-seeking body charged with the responsibility of gathering data on such items as unit costs for various levels and programs of the institutions of higher learning within the State, the various charges made for tuition and other purposes, and the ways in which costs in Maryland relate to those of other states. Its findings are intended not only to provide a constant flow of information to the Advisory Council and its other committees but also to aid the administrators of the various institutions of higher education in Maryland in making educational and financial decisions that are dependent upon cost analysis. In gathering, analyzing, and disseminating data, the Cost Committee does not intend to interfere with the internal administration of the public institutions of higher education. The Committee's recommendations are prompted by a desire to promote the efficient and economical operation and development of all the institutions of higher learning in the State of Maryland.

In carrying out its responsibilities, the Cost Committee strives to bring about the acceleration of planning for higher education through an improvement in both quality and quantity of information relating to problems and programs, especially financial, and to promote a more effective communication on the matter of cost between State agencies, individual and groups of institutions, and the Advisory Council. The analysis of financial data is for the purpose of reducing costs and to promote the giving of better service in the form of improved utilization of resources, more efficient staffing, and effective planning of future developments. The evolution of educational policy involves the weighing of alternate plans and possibilities. The decisions to be made are influenced by the probable costs of these plans and possibilities. Public higher education, supported as it is by substantial legislative appropriations, demands scrupulous attention to operational and developmental planning in order to achieve maximum return from the monies invested.

The Cost Committee intends, therefore, to develop as rapidly as possible, a financial picture of higher education in the State of Maryland for use in planning future developments.

The Cost Committee, in pursuing its work, has become aware of the inadequacy of present accounting systems used in the various public institutions of higher education to provide the kinds of cost analysis data needed for state-wide educational and financial decisions. A case in point is the effort of public institutions to put auxiliary enterprises on a self-supporting basis. At present, it is not readily possible, because of the diversity of definition and methods of recording operational, amortization, and interest expenses, to identify all the costs involved. Adequate and uniform accounting can expose the hidden subsidies and enable administrative decisions to be made intelligently.



It is recommended that the public institutions of higher education adopt uniform accounting policies that permit cost analysis on a comparative basis.

To promote a broader usefulness of cost data, the Maryland public institutions of higher education could develop a system of institutional accounting and reporting that is generally in conformity with the higher educational accounting manual, College and University Business Administration, Vol. I, published by the American Council on Education.

Merely to recommend the development of uniform policies of accounting is not sufficient. To implement this recommendation, it is further proposed that the groundwork be laid by defining terms for common understanding among the various institutions of higher education, drawing up a chart of accounts, and developing a system of codes for recording and reporting costs on a uniform basis. To perform this service, a special commission composed of persons actively concerned with financial and cost responsibilities in the public institutions of higher education could be formed to draw up for publication a handbook of uniform accounting for the Maryland system of higher education.

It is recommended, therefore, that a committee be formed to develop cost accounting policies for the Maryland public institutions of higher education. The specific responsibilities of this committee include the definition of terms, the development of a suggested chart of accounts and a system of codes for recording and reporting cost data.

Continuing studies are needed pertaining to the financing of higher education. These studies must seek out detailed and refined information about costs in the Maryland system. But, as the Interim Report of the Advisory Council points out: "A superficial analysis of appropriations and expenditures for higher education could be grossly misleading."<sup>1</sup> In the same vein, the framers of the California Master Plan warn that even though "unit costs are a valuable tool for analyzing expenditure data, they are a hazardous device when used to compare the costs of instruction at one institution with another. In making such comparisons, one should ascertain not only that the data are comparable, but that they are interpreted properly. Unfortunately, objective comparisons of the quality of instruction within various institutions is difficult to achieve. One must exercise care in judging institutional efficiency on the basis of comparative costs since the costs per student credit hour are affected by the types of programs and services rendered, as well as by the number of students served."<sup>2</sup>

A cooperative study of unit costs in the Maryland institutions of higher education is urgently needed. But the task is not a simple one for it entails not only the accumulation of data but their interpretation.

The Cost Committee further recognizes the need for the earliest possible development of formulas to be set up as guidelines or standards for the making of financial decisions. These formulas would concern such items as the student-faculty ratio; faculty-clerical assistance ratio; counselor-student ratio; and library staff-student ratio.

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<sup>1</sup>p. 22

<sup>2</sup>California Master Plan Report, p. 154



A problem of immediate and specific concern for the Cost Committee is that of the determination of costs and the system of accounting used in the public community colleges. The administration and financial orientation of the public community colleges is generally geared to the public school system. By reason of the trend toward a greater degree of sophistication and the inclusion of these institutions as an essential part of the framework of higher education in the State of Maryland, the financial structure and the system of accounting in these institutions merits consideration in terms of their orientation toward higher education rather than toward the public school system.

It is recommended that the public community colleges, as part of the Maryland system of higher education, be invited to cooperate in the development and adoption of the uniform accounting policies proposed for the public institutions of higher education in the State.

# REPORT OF THE DATA COMMITTEE ON INSTITUTIONAL FACILITIES

Henry J. Knott — Chairman

This committee will be concerned with gathering data and keeping current such matters as institutional capacities, relationship of curricular emphasis to facility needs, increased utilization of space, effects of using electronic equipment for preparation of schedules, and the effect on capacity of tri-mester and four-quarter plans, etc.

## COMMITTEE MEMBERSHIP

Dr. Frank L. Bentz, Jr.	Assistant to the President University of Maryland
Dr. Wilbur Devilbiss	President, Salisbury State College
Dr. Milton S. Eisenhower	President The Johns Hopkins University
Dr. Lowell S. Ensor	President, Western Maryland College
Dr. Robert D. H. Harvey	Vice-Chairman of Board Maryland National Bank
Mr. J. Jefferson Miller	General Manager Charles Center Management Office
Mr. James J. O'Donnell	Director, State Planning Department
Dr. Harold D. Reese	Assistant Director, Division of Certification and Accreditation, State Department of Education
Sister Rosemary Pfaff	President, St. Joseph's College

# PRELIMINARY REPORT OF THE DATA COMMITTEE ON INSTITUTIONAL FACILITIES

Henry J. Knott, Chairman

## BACKGROUND

The Committee held its first meeting on April 29, 1965. At this meeting, the Committee examined the various means proposed for the maximization of the use of institutional facilities. The Council's staff asked to study:

- (1) The report issued in 1964 for the Maryland State Planning Department, entitled "Space Utilization Study and Future Capital Outlay Needs for Public Institutions of Higher Education in Maryland."
- (2) Senate Resolution #31 passed during the 1965 General Assembly.

In this study, the staff was to "explore the possibilities of having a year-round operation of publicly supported and publicly operated institutions of higher education", as requested by the Resolution. Staff Associates of the Advisory Council were employed to do the research, and a Consultant, who is a recognized authority, Dr. W. Hugh Stickler, was hired.

Since the staff's study was under way when the Committee held its second meeting on September 2, 1965, the Committee decided to defer action on the Space Utilization Study until further evaluations could be made. At the meeting, the Committee heard from the Consultant, Dr. Stickler, and the Staff Associate, Professor Michael Grossman.

## YEAR-ROUND OPERATION

For the purposes of the study, "year-round operation" is defined as meaning that an institution gives equal support to academic programs throughout approximately forty-eight weeks of the calendar year in academic terms of approximately equal length, in which the same full curriculum is offered, and in which an equal number of students are enrolled. Under these conditions, students are admitted to complete work leading toward their degree in each of these terms.

An alternate definition of "year-round operation" is one in which an institution has two or three terms of approximately equal length extending over thirty-four weeks of the calendar year, and two summer sessions of at least six weeks duration each. A full-time student at an institution of this kind of "year-round operation" would be able to take one (1) credit hour for every week that the institution offers instruction. This would mean that a full-time student would carry a normal load of fifteen or sixteen hours each semester during the Fall and Spring terms, and a load of six credit hours for a six-week Summer session, etc.

A questionnaire is being sent to all Maryland colleges to obtain utilization data. When this information has been received and analyzed, a report will be prepared. The Committee felt that with its present knowledge, the following recommendations should be made:

Recommendation Number 1:

To encourage the full-time utilization of public higher education facilities, full-time undergraduate students should be able to attend any session, including the Summer session, at the same cost per credit hour as for any other session.  
(A "full-time" student is one who takes one or more credit hours for each week of instruction in the term).

At the present time, in some public institutions, a student pays tuition of \$100 a term for an academic schedule of fifteen or more hours, while in the Summer session, his tuition is \$15.00 for each credit hour. For six hours of Summer session credits, a student now pays \$90.00. Under the proposed change, he would pay \$40.00.

In addition to the higher fees, institutions tend to offer in summer sessions only those courses which will pay for themselves. Therefore, there should be a change in the law to give those institutions the support they need so that the students do not have to pay more for the same courses taken at different times of the year and that the courses offered are those which are needed for the State and community and not necessarily only those which pay their way.

Recommendation Number 2:

Every public institution of higher education in Maryland should be encouraged to study seriously its academic calendar with a view to possible year-round operation. At this time, however, no institution should be required to change its calendar.

The Council's staff is currently engaged in the study of the present utilization of personnel and facilities throughout the year. When the study is completed, a meeting of the representatives of every institution will be held to discuss the findings and suggest possible further action. In the meantime, each institution is encouraged to study the impact of any change.

Recommendation Number 3:

Formulas for the support of public Community Colleges should be revised to a base of an academic term rather than a calendar year. Thus, if some Community Colleges introduced an academic calendar of three 16-week terms, the formula would be based on the number of students enrolled in each 16-week term. This change will require legislative action.

The Community Colleges, which at the present time, are the institutions most interested in switching to a calendar of "year-round operation" are presently

limited by a formula of State aid based upon the number of students in a calendar year.

#### Recommendation Number 4:

Institutions that wish to go on a "year-round" calendar should be encouraged to submit plans for such an operation to their governing Boards and the Advisory Council. Funds should be made available to support approved programs on a pilot basis.

Year-round operation should be undertaken only when there is some degree of assurance that changing the calendar will accomplish the purpose of providing education for more students.

The Council Committee's concern in this study is to provide more space through the expansion of existing resources, by constructing additional facilities, and by making better use of existing and potential resources. The preliminary survey of institutions that have adopted "year-round" calendars shows that "year-round operation" is feasible, but that it should be undertaken only when the pressure of enrollments during the Fall term (at present, the most crowded term) justifies the adoption of such an important change. The problem of the pressure of enrollments is the primary reason why this study has been undertaken.

The Council's study is designed to provide data on the problems involved in implementing a "year-round" calendar and the impact of various courses of action. When this study is completed, additional recommendations will be considered by the Council's Committee on Institutional Facilities.

### INCREASED UTILIZATION OF FACILITIES

#### Recommendation Number 5:

Since facts are basic to any planning for the increased utilization of facilities, there should be a periodic publication of data on the utilization of facilities at public institutions occurring, at least, every two years.

The Data Committee on Institutional Facilities is primarily concerned with the better utilization of both present and proposed facilities. The State Planning Department and the Advisory Council for Higher Education will work co-operatively with institutions of higher learning and their Boards in refining the instruments of planning in order to achieve the best possible use of facilities. A continuing analysis of the utilization of facilities is one of the major concerns of these agencies in evaluating this data for planning purposes.

The State Planning Department's Report is being used by the Advisory Council for Higher Education as the basis for the continuing study. The Council stands ready to assist in the development of a new and more sophisticated system or format if the various agencies feel that this will be necessary in order to deal with the data. The Council and its Committee on Institutional Facilities will offer assistance in the analysis of the data with a view to bringing the utilization factor in line with new needs.

REPORT OF THE  
DATA COMMITTEE ON ENROLLMENT PROJECTIONS  
Mr. Benjamin B. Rosenstock, Chairman

This Committee will be concerned with gathering data on number of residents, births, in-migration, out-migration, population characteristics, post-high plans of students, the impact of continuing education of adults and other trends which affect potential college enrollments.

COMMITTEE MEMBERSHIP

Mr. Joseph Robert Aumiller	Staff Accountant Financial Studies C & P Telephone Company of Maryland
Dr. Howard Bosley	Supervisor of Higher Education Maryland State Department of Education
Dr. Louis Conger	Director of Division of Surveys and Statistics, U. S. Department of Health, Education and Welfare
Dr. Emery Cook	President, Operations Research, Inc.
Mr. David Gillis	General Accounting Supervisor C & P Telephone Company of Maryland
Mr. Robert A. Israel	Chief, Statistical Research and Records State Department of Health
Dr. Robert McClintock	Director of Institutional Research University of Maryland
Mrs. Regina Seltzer	Research Analyst State of Maryland Planning Department
Mr. Charles W. Thomas	Staff Specialist, Finance and Management Board of Trustees of the State Colleges



## REPORT OF THE COMMITTEE ON ENROLLMENT PROJECTIONS

Enrollment projections in the past, with the exception of the Commission reports, have been done within the various State institutions for their own purposes, independent of the total needs of the State, or the other individual institutions. Addition of such independent tallies would probably not provide a suitable total projection, and would be a "piecemeal" approach to the problem. What is needed is a coordinated state-wide approach under the supervision of a State agency.

The process of enrollment projection is not simple. Projection is normally done on the basis of trend analyses and statistical techniques such as "cohort survival methods" which utilize past events to predict the future. While these techniques are statistically sound, they are based on assumptions such as: the various counties in the State will continue to have the same percentage of high school graduates and will send the same percentage to college, the academic and administrative requirements of the institutions will remain the same, retention and transfer rates will remain relatively unchanged, curricular programs will remain about the same, mortality and migration will be stable, war and compulsory military training will not occur, financial benefits to students will stay about the same, tuition and fees will be relatively unchanged and adequate facilities and staff will be provided to handle the projected number of students. It is unrealistic to expect all these assumptions to be met over long periods of time. This factor probably is reflected in the conservative nature of state-wide enrollment projections made prior to this report. Persons making projections expect variation from actual enrollment figures. However, the nature of the assumptions controls the amount of variation. Future state-wide enrollment projections must take into account other important statistical factors, such as the effect of rising personal income, the resulting demand for higher education, the impact of new industry and growth communities, sex, shifting populations, ethnic group aspirations, the increase in enrollments in areas where new educational opportunities will be offered and other factors deemed necessary to realize a more accurate long range projection.

It is recommended that the Advisory Council for Higher Education be responsible for coordinating a state-wide enrollment projection for higher education in the State.

The first step in making a projection is to determine the number of high school graduates in the State. Trends have been established over a sufficient number of years in high school graduation and survival data to allow for projection within a reasonable range of variation. While the high school projection is subject to the same cautions mentioned above for college enrollments, the overall effect of economic change, war, etc., should not have the same impact at the secondary level. Data for high school projections are currently collected by several agencies resulting in duplication of effort and different sets of figures because of different times of collection and different forms of questionnaires.

It is recommended that an automatic data processing technique be devised by the State Department of Education to obtain fall enrollments from the public and private elementary and secondary schools. The State Department of Education should publish this report as soon as possible each year after collection, but no later than November 1st.

One of the unknown quantities in the projection of enrollments in the State is the role of community junior colleges. In addition to offering transfer programs to students living within commuting distances of the college, it can offer technical and vocational courses of college grade. With an anticipated state-wide growth of community colleges, more students may attend and eventually transfer to senior colleges causing some increase in the total number. However, the larger increase may be in the terminal programs attracting new students who would not attend for an academic program. This depends in large measure on the ability of the community colleges to institute programs which meet local employment needs, and presents a difficult factor to evaluate in making projections.

It is recommended that enrollment projections be based on demand for anticipated types of training on a regional basis. The breakdown should be along occupational lines differentiating between two-year terminal programs, four-year college degrees, and eventual graduate and professional school needs.

It must be stressed that state-wide enrollment projections be made on the basis of student demand and need, and not on availability of existing facilities. It is only through "demand" projections that planning can be made to insure adequate facilities. Maryland must not be caught short in the development of educational opportunity.

It is recommended that the state-wide projection be checked annually, and updated with such factors as prove necessary to smooth out the deviations from the actual enrollments counted at the various institutions.

The Advisory Council for Higher Education and four other state agencies have the "printouts" from the 1965 Survey of Post-High School Plans of Seniors in Maryland Schools which provides data on the desires and plans of the seniors in public, parochial and private schools in the State. These data should be validated to see to what extent the plans were actually carried out by the students. If the survey proves valid, it should be carried out on an annual or biannual basis for the purpose of providing historical data for use in projections and planning. The survey should be expanded to include the specific kinds of institutions selected by the student. If the data from the survey proves sufficiently similar over a period of time, it should be continued on a sampling basis to have a continual check on the applicability of the data as a predictor.

It is recommended that administration of the Survey of Post-High School Plans of Seniors, if it is found to be valid, be continued by the Advisory Council for Higher Education for a sufficient number of years to provide historical data for use in projection and planning.

In order to have a maximum "enrollment potential projection", an estimate should be made on the basis of those Maryland high school students who could benefit from some form of higher education. The figure that is usually given is an estimate of national potential based on information twenty years old, and probably is outdated as well as inappropriate for Maryland. The estimate could be based on aptitude tests and other available measures, and could serve not only as a maximum "enrollment potential projection", but as a goal for the State to realize its full manpower capacity.

# REPORT OF THE SPECIAL COMMITTEE ON REPORTING PRACTICES AND DATA PROCESSING

Dr. Henry C. Welcome, Chairman

One of the Council's priority items will be to establish a special committee of those concerned with data gathering and processing. This committee should utilize the knowledge of specialists and consultants who are expert in data gathering techniques and processing procedures to assist in developing a basic education data system for higher education in Maryland. To the fullest extent possible, this committee should work with the U. S. Office of Education, the National Education Association, the American Council on Education, the National Regional Education Board, and other groups which are also concerned with this matter so that Maryland will not only be able to compare data within the State, but will be able to compare its data with those of other states.

Under present procedures for securing information, questionnaires are usually designed for a particular purpose. A considerable duplication in effort is involved in responding to questionnaires which have limited use when they are not part of a total system of information. It will be the function of this committee to work with the institutions and agencies within the State to develop a "system" of data gathering so that the data collected from different sources will be compatible.

## COMMITTEE MEMBERSHIP

Mr. Robert Bassford

Data Processing Systems Analyst  
Maryland State Department of  
Education

Mr. Jerome Geckle

Vice President, Education Data  
Processing Management Association

Mr. George Miller

Chief of Computer Users Services  
University of Maryland

Mr. Murray Pfeferman

Head of Systems Design and Develop-  
ment Group, U. S. Office of Education

Dr. Broadus Sawyer

Professor of Economics  
Morgan State College

## PRELIMINARY REPORT OF THE COMMITTEE FOR REPORTING PRACTICES AND DATA PROCESSING

Computer applications have become so diverse and productive in the last few years, that virtually all the colleges in Maryland must begin to consider the possibility of having a computer capability in order to continue to offer quality education for a modern society. Research has become so computer-oriented, that it is doubtful that a serious research-interested person could be drawn to an institution without a computer capability. With the growth of knowledge, and ever increasing amounts of printed matter, libraries are rapidly turning to computers for help in practically all areas of operation. Individual computerized instruction is a reality, and it offers great possibilities for improving instruction. Entire institutions can be scheduled by computers for the most efficient and economical operation. Record-keeping and information systems can be automated for speed and economy. There are in fact so many possible benefits to education from computers, that the institutions of Maryland should not delay in consideration of computer implementation.

However, it is economically unreasonable to expect that each public institution and agency in the State would obtain a sufficiently large computer to handle all its needs. Not only would the actual "hardware" prove expensive, but the duplication of operating staff, materials and supplies would increase the cost substantially. A central facility, however, could be employed to service all the higher educational needs of the State by giving each of the institutions a major computer capability by maintaining a sub-station with a minimum expenditure for equipment. The sub-station would have a large enough facility to handle small local needs, but would connect into the central facility for larger projects.

Users of a remote computing system may be hundreds of miles from the central facility, but have the same use of the processor as they would locally. Data can be transported between points over transmission lines, or telephone lines, at the rate of 600 to 5100 characters per second. Each user can have large information storage and retrieval capabilities through the central facility.

While the benefits of such a centralized system to the individual agency and institution are obvious, the system also offers a central pool of data for State-wide planning purposes. The total enrollment in State institutions, student migration figures from drop-outs in one institution entering another institution, facility records such as those used in the Planning Department's "Fuller Report", and unlimited additional information are examples of what would become possible on a State-wide basis in a carefully designed system.

It must be recognized that automatic data processing is a necessity for higher education in Maryland. The increasing burden of preparing reports for agencies and the Federal government, particularly in view of the huge sums of monies made available in recent legislation, make imperative rapid collection and distribution of data in a variety of forms. The manual handling of this data is not practical due to the manpower involved, and the time lag, sometimes one or two years, inherent in the process of compiling, tabulating, and reporting by hand. To deny that automatic data processing is necessary would be



begging the question. The question is not one of necessity but rather one of what is the best and most economical way of accomplishing an effective system in a short period of time.

It is recommended that the agencies and institutions concerned with higher education appoint persons to meet together for the purpose of initiating a pilot project for a centralized computer facility in the State. The project should be designed so that the University of Maryland Computer Science Center which has experience and facilities, is the central facility, and one of the other public institutions is the sub-station.

Having access to a computer, while necessary, is not the complete answer to an effective information system. Some preliminary steps are essential to an effective system before the computer is brought into use. One of the first steps is in defining the uses and needs of the system, and then in having the appropriate mechanism to handle and implement the system.

It is recommended that an inventory of the currently available educational data be taken by the public colleges, State agencies, and related organizations, for the purpose of providing information on that data which is immediately available, and that which can be generated in a period of time. Each item or area of information should be identified with its source, validity, frequency of collection and preparation, and availability. The inventory should be in standardized form, and made available to all interested persons in a compendium. This will allow those persons needing information to make judgments on the necessity of collecting data that is not available from another source.

While the inventory is being conducted, a decision must be made as to what information is needed, and what information will be needed in the future.

It is recommended that the persons responsible for educational data in all public institutions and agencies form a committee for the purpose of defining the informational requirements for higher education in the State. They should work toward a system of information which would allow compatibility of information between institutions, when compatibility is appropriate.

Considering the rapid changes the computer industry is presently undergoing, it would be inappropriate to recommend a computer configuration at this time with the intention of installing that exact system at some future time. However, to avoid unnecessary expenditure, the future purchase of automatic data processing equipment should be undertaken with a look at fitting the equipment into a total system to be sure there will not be resulting obsolescence.

It is recommended that all future purchases of automatic data processing equipment in agencies and institutions using educational data be determined to be compatible with the design of the proposed centralized facility.

The implementation of automatic data processing will necessitate the use of a numbering system for each individual involved. At the present time, each of the various institutions use a numbering system peculiar to that institution. Since numbers are a fact of modern day life, there is little need to compound the number of numbers, both from an individual and data collector viewpoint. The social security number is unique to the individual, already available, and should serve as the individual numbering system for higher education in



the State. Before any system for student record keeping becomes operational, it will be essential that each student has a social security number.

It is recommended that the social security number serve as the numbering system for higher education in the State.

The committee is, in addition to a body making recommendations on data processing and reporting practices, a service unit to the other committees of the Advisory Council. The committee is working to develop objectives and operating procedures for handling requests for information from the Council and its other committees.

REPORT OF THE  
SPECIAL COMMITTEE ON COMMUNITY VIEWPOINT

Mrs. Dorothy S. Maltbie, Chairman

One of the Council's basic beliefs is that the educational needs of the individual and the community are best served when there is a continuing partnership between citizen groups and the professional educators and that nurturing of this partnership should not be left to chance to emerge only in times of crisis. It will be the function of this Committee to work with the Advisory Council in providing a channel of communication so that the community will have a forum for expressing their viewpoint and needs, and the educators will have an additional focal point as they attempt to keep the community informed on the progress and problems in higher education.

COMMITTEE MEMBERSHIP

Mr. Robert B. Alexander	General Manager of Personnel The C & P Telephone Company
Mrs. Morton A. Brenner	Past President, Baltimore Section of National Council of Jewish Women
Mr. Walter H. Buchman	Director of Industrial Relations Aircraft Armaments, Inc.
Mr. Edwin Castagna	Director, Enoch Pratt Free Library
Mr. Mark F. Collins	Publisher Baltimore News-American
Mr. John F. Connors	Director of Education The Martin-Marietta Company
Dr. Elaine Davis Johnson	Supervisor of Special Studies Baltimore City Schools
Mr. John Hosford	Chief of Research Department of Economic Development
Mr. Clifford C. James	Advisory Council for Maryland Small Business Administration
Mr. Henry B. Kimmey	Superintendent of Employment Baltimore Gas & Electric Company

Mr. Louis B. Kohn, 2nd	President Hochschild Kohn and Company
Dr. Otto F. Kraushaar	President, Goucher College
Mr. Donald C. Lee	Director of Industrial Relations Westinghouse Electric Corporation
Sister Margaret Mary, S.S.N.D.	President, College of Notre Dame of Maryland
Mr. Lloyd C. Michner	Assistant Executive Director Baltimore Urban League
Mr. Milton H. Miller	Past President, Baltimore Junior Association of Commerce
Mr. Robert S. Moyer	Director, Information Services Baltimore Urban Renewal & Housing Agency
Dr. Alfred C. O'Connell	President, Harford Junior College
Mrs. Virginia F. Pate	President, Maryland School Boards Association
Mrs. Gordon W. Prange	President, Maryland Division American Association of University Women
Mr. Donald J. Shank	Director, Wye Institute
Mr. Joseph Showalter	President Maryland Congress of Parents & Teachers
Mr. Paul A. Wagner	Legislative Representative United Auto Workers
Mrs. Henry A. Warburton, Jr.	President Maryland Federation of Women's Clubs
Dr. K. Brantley Watson	Vice President, Human Relations McCormick and Company
Mr. Fred Wright	President, Wright, Speicher and Gardner, Inc.

## REPORT OF THE SPECIAL COMMITTEE ON COMMUNITY VIEWPOINT

This Committee was formed to establish and maintain channels of communication between the broad Maryland community and the Council.

It was formed by the Council on the premise that the formulation of public policy in a democratic society is a partnership process between the policy-makers on the one hand and the community's citizens on the other.

The Special Committee on Community Viewpoint is itself broadly representative of various public groups and interests - especially those with demonstrated concern for the problems of higher education in Maryland. To expedite the work of the Committee, a Steering Committee was formed and met throughout the summer.

### COMMITTEE ACTIVITIES

A number of actions have been initiated by the Special Committee on Community Viewpoint. More are planned. To date the Committee has:

1. Prepared and distributed a color brochure on the problems of higher education in Maryland. This brochure utilizes a graphic approach to the subject, and presents information in a way calculated to appeal to a mass segment of the public. Its purpose is not only to inform interested citizens, but also to stimulate interest in the work of the Council. The brochure was printed as a public service by Aircraft Armaments, Inc.
2. Arranged and conducted a meeting for more than 200 representatives of organizations throughout the State, on September 20th, at the Enoch Pratt Free Library, in Baltimore to better acquaint them with the work of the Council, and to hear Dr. Francis Ianni, Deputy Associate Commissioner for Research, of the U.S. Office of Education, on the subject, "Organizing for Continuing Change in Higher Education." The meeting included audience reaction and discussion, in addition to a panel presentation made by the following members of the Special Committee on Community Viewpoint: Dr. Otto M. Kraushaar, President of Goucher College; Dr. Alfred C. O'Connell, President of Harford Junior College; Mr. Milton H. Miller, Past President of the Baltimore Junior Association of Commerce; and Dr. Wesley N. Dorn, Director of the Advisory Council.
3. Prepared and distributed a brief statement of the origin, structure and purposes of the Advisory Council, which utilized especially material presented in the Council's first interim report (see statement on Nature of the Advisory Council for Higher Education). The statement was mailed to groups and organizations of all sorts and sizes throughout the State, along with a letter expressing an interest in establishing two-way communication with them.

4. Prepared for distribution a preliminary questionnaire (see questionnaire) for organizations throughout the State which seeks to determine:
  - a. The character of the organization as to size, staff, etc.
  - b. The nature of the organization's interest in higher education.
  - c. Specific person to be contacted for the organization.
  - d. Activities in higher education presently engaged in by the organization.

Compilation of the results will provide a framework for the most efficient allocation of the Council's resources, which are limited, in communicating with the public and obtaining community viewpoints.

5. Arranged for an exhibit of the Council's work in a display window of the Enoch Pratt Free Library in Baltimore.
6. Continued distribution of the limited number of copies of the Advisory Council's Interim Report of January 1965 available at the Council's offices. This report, which has already been widely distributed among the State's educators, legislators and others, provides an in-depth introduction to the Council and its work. It also provides important data on higher education in Maryland, and some excerpts from previous studies of the subject.
7. Recommended that the Council issue a regular publication in the form of a news-letter concerning its activities in order to focus the thinking of the Maryland community upon the specific problems of higher education in Maryland, and also serve to establish the image of the Advisory Council as a reliable source of information in this field.
8. Begun the process of preparing graphic material for use by the mass media of communication, and for standing displays. This will include T.V. and radio spot announcement broadcasts as a public service.
9. Formulated plans to develop and assemble "Discussion Kits" that will contain materials for use by groups in conducting their own programs on higher education. The kits will contain background information, discussion guides or outlines, pertinent questions, and perhaps some articles or speeches by noted authorities on the subject. The kits will also include a form on which a report of program outcomes could be sent to the Council for evaluation.
10. Developed a comprehensive mailing list, which utilizes lists from other agencies and organizations involved in higher education in the State, and arranged for its continuous updating and additions from all appropriate sources.

This is the beginning of the work of the Special Committee on Community Viewpoint. It stems from the first two meetings of the full Committee on December 21, 1964, and January 25, 1965. Subsequently, the need for two-way communications was thoroughly discussed. It was agreed that the purposes of higher education need clear definition, and that the initial burden for establishing communications falls upon the Council. A chief purpose of the Special Committee

is to devise means for ascertaining the requirements of all segments of the total community with respect to higher education in the State.

The Committee quickly agreed that no one form of communication is best suited for its task. A determination was made to utilize every form of communication available to the Committee and, while endeavoring to reach as many people as possible, recognize the fact that not all groups and individuals will be equally interested in the work of the Advisory Council. It has been decided to concentrate especially on communication with groups who are vitally interested in the Council's activities.



# NATURE OF THE ADVISORY COUNCIL FOR HIGHER EDUCATION

## Origin of the Council

Special commissions appointed by the Governors over a period of more than forty years have recommended that the preparation of programs for the orderly growth of higher education in Maryland be the responsibility of a permanent state agency. The Advisory Council for Higher Education was created by the 1963 Legislature and reconstituted in its present form by the 1964 Legislature to serve on a continuing basis.

## Structure and Organization of the Council

The Advisory Council for Higher Education consists of nine citizens appointed by the Governor, with the advice and consent of the Senate, for six year overlapping terms. The Council has a professional staff of four persons, consisting of a Director and three Specialists. The Council presently functions as a body and through the following Committees:

- Policy Committee on Role and Scope
- Policy Committee on Support
- Data Committee on Enrollment Projections
- Data Committee on Institutional Facilities
- Data Committee on Costs
- Special Committee on Reporting Practices and  
Data Processing
- Special Committee on Community Viewpoint

These Committees, chaired by Council members, consist of outstanding educators and laymen drawn from the State's public and private institutions of higher learning, and leading business, professional and civic organizations.

## Functions and Duties

This Advisory Council is an agency to which the Legislature, the Governor, and the people of Maryland should be able to look for authoritative guidance on the development of public higher education in the State. The Advisory Council for Higher Education is charged with recommending an overall plan for strengthening the community colleges, state colleges and the State university. The relationships among these various institutions are a proper concern of the Council. In addition, the Council in drawing such a Master Plan for post secondary education, will consider effective cooperation of state-supported institutions with the many privately-supported colleges and universities in Maryland.

Functions of the Council include:

The continuing study of the State's problems of higher education.

Preparation of programs for the orderly growth and overall development of the State system of public higher education.

Investigation of needs for undergraduate, graduate and adult education, professional and technical training, and research facilities.

Presentation of plans and recommendations for the establishment and location of new facilities and programs.

Study and advice regarding state-wide coordination of public higher education, academically, administratively and fiscally.

Recommending to the governing boards of public institutions of higher education, and to appropriate State officials, and to the public at large.

Serve as a clearing house for informing the public of the changing needs for educational opportunity in Maryland.

### Modus Operandi

The Advisory Council's central concern is that of the formulation of public policies for higher education. In a democracy, the public has the privilege of voicing their viewpoints on these policies before enactment. The modus operandi of the Council, then, is to provide opportunities for individuals and groups interested in and affected by, the planning for higher education to contribute towards the developments of those plans so that the Council will have available all important facts and points of view, and be aware of the implications of various courses of action.

QUESTIONNAIRE FOR OBTAINING IDEAS FOR CONSIDERATION BY  
THE MARYLAND ADVISORY COUNCIL FOR HIGHER EDUCATION

The Maryland Advisory Council for Higher Education believes that the interests of the State are best served in the area of higher education when persons interested in, and affected by, the planning for higher education are given the opportunity to contribute towards the development of those plans. The Council hopes through this questionnaire to obtain your ideas and recommendations and those of other interested citizens of our State.

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Please check one or more of the following to enable the Council to classify points of view:

☐ General Public    ☐ Educator    ☐ Business Person    ☐ Legislator    ☐ Other

---

Please use a separate sheet for each category of recommendation(s) and check appropriate box below:

<input type="checkbox"/> The role of institutions	<input type="checkbox"/> Kinds of data essential
<input type="checkbox"/> Support of public higher education	<input type="checkbox"/> to coordination
<input type="checkbox"/> Use of facilities	<input type="checkbox"/> Communication between
<input type="checkbox"/> Coordination of community junior colleges	<input type="checkbox"/> community and education
	Other (name) _____

---

Your signature (optional) \_\_\_\_\_ Date \_\_\_\_\_

---

I. I have the following recommendation(s) for the Council's consideration:

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II. Factors supporting the above recommendation(s) are as follows:

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III. Comments: (please use other side)

---

# QUESTIONNAIRE <sup>1</sup>

1. Name of Organization \_\_\_\_\_
2. Address \_\_\_\_\_
3. Principal Officer \_\_\_\_\_
4. Address \_\_\_\_\_
5. Number of Members \_\_\_\_\_ 6. Size of Full Time Staff (if any) \_\_\_\_\_
7. Essential Character of Organization: (Check one or more)
  - a. General Civic Interest \_\_ b. Business/Management\_\_ c. Labor/Employee\_\_
  - d. Occupational (specify) \_\_\_\_\_
  - e. Education \_\_\_\_\_ f. Religion \_\_\_\_\_ g. Veteran \_\_\_\_\_
  - h. Special Interest (specify) \_\_\_\_\_
  - i. Other (specify) \_\_\_\_\_
8. How would you characterize the interest of your group in higher education?  
Very Great \_\_\_\_\_ Great \_\_\_\_\_ Significant \_\_\_\_\_  
Peripheral Only \_\_\_\_\_ Small \_\_\_\_\_ None \_\_\_\_\_
9. Would your group be interested in assisting the Advisory Council through participation in conferences, special programs, studies, or other means?  
Very Much \_\_\_\_\_ Perhaps \_\_\_\_\_ Definitely Not \_\_\_\_\_
10. Is your group organized in any particular way to deal with problems in higher education (education committees, study groups, etc.)?  
Yes (specify) \_\_\_\_\_ No \_\_\_\_\_
11. Please indicate the member of your organization with whom further contact should be made in establishing channels of communication or planning activities with your organization relative to higher education.  
Name \_\_\_\_\_ Position \_\_\_\_\_  
Address \_\_\_\_\_
12. Please indicate on the reverse side of this form any:
  - a. Particular activities of your group relating to higher education.
  - b. Particular areas of interest of your group in higher education.

Name of person completing this questionnaire: \_\_\_\_\_

<sup>1</sup> This questionnaire was originally sent out with an explanatory letter to organizations interested in higher educational activities.

DO NOT CIRCULATE





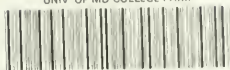








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